FORTY-FIRST REPORT

STANDING COMMITTEE ON URBAN AND RURAL DEVELOPMENT (2003)

(THIRTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT (DEPARTMENT OF RURAL DEVELOPMENT)

PRADHAN MANTRI GRAM SADAK YOJANA

[Action taken by the Government on the recommendations contained in the Twenty-Sixth Report of the Standing Committee on Urban and Rural Development (Thirteenth Lok Sabha)]

Presented to Lok Sabha on 26.2.2003

Laid in Rajya Sabha on 26.2.2003

LOK SABHA SECRETARIAT
NEW DELHI

February, 2003/Phalguna, 1924 (Saka)

Corrigenda to the 41st Report (13th Lok Sabha) of Committee on Urban and Rural Development (2003)

Page	Line	For	Read
contents	15	45	46
14	12 from bottom	should	to
18	15 from bottom	PGMSY	PMGSY
24	6	Whether	Where
25	14	planing	planning
33	13	plan	planning
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43	10	*After* 'The matter is being pursued.', *add* paras 27 & 28 from page no. 12 & 13	
43	6 from bottom	27	29
45	1 from bottom	30	32
49	Row 7, Col. 5	501	401
63	3	Ngpur	Nagpur
65	14 from bottom	iv, v & vi	i, ii, iii

CONTENTS

PAGE

COMPOSITION OF THE COMMITTEE .....

INTRODUCTION .....

CHAPTER I Report .....

CHAPTER II Recommendations that have been accepted by the Government .....

CHAPTER III Recommendations which the Committee do not desire to pursue in view of the Government's replies .....

CHAPTER IV Recommendations in respect of which replies of the Government have not been accepted by the Committee .....

CHAPTER V Recommendations in respect of which final replies of the Government are still awaited .....

APPENDICES

I. Releases and Expenditure under PMGSY .....

II. Total Number of Habitations .....

III. Copy of the letter of Ministry dated 16.4.2002 addressed to all the State Secretaries .....

IV. Instructions regarding the placing of Informatory Sign Boards .....

V. List of State Technical Agencies .....

VI. Extracts of the Minutes of the 2nd sitting of the Committee held on 27.01.2003 .....

VII. Analysis of Action Taken by the Government on the recommendations contained in the Twenty-Sixth Report of the Committee (13th Lok Sabha) .....

COMPOSITION OF THE STANDING COMMITTEE ON URBAN AND RURAL DEVELOPMENT (2003)

Shri Chandrakant Khaire — *Chairman*

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Lok Sabha

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3. Shri S. Ajaya Kumar
4. Shri Ranen Barman
5. Shri Padmanava Behera
6. Shri Jaswant Singh Bishnoi
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30. Shri Pradeep Yadav

Rajya Sabha

31. Shri S. Agniraj
32. Shrimati Shabana Azmi
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34. Shri N.R. Dasari
35. Shri Ramadhar Kashyap
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39. Shri Rumandla Ramachandraiah
40. Shri Harish Rawat
41. Shri Man Mohan Samal
42. Shri Rajnath Singh
43. Shri G.K. Vasan
44. Vacant
45. Vacant

SECRETARIAT

1. Shri P.D.T. Achary — *Additional Secretary*
2. Shri K.V. Rao — *Joint Secretary*
3. Shri K. Chakraborty — *Deputy Secretary*
4. Smt. Sudesh Luthra — *Under Secretary*
5. Shri N.S. Hooda — *Under Secretary*

INTRODUCTION

I, the Chairman of the Standing Committee on Urban and Rural Development (2003) having been authorised by the Committee to submit the Report on their behalf, present the Forty-First Report on Action Taken by the Government on the recommendations contained in the Twenty-sixth Report of the Standing Committee on Urban and Rural Development (2001) on Pradhan Mantri Gram Sadak Yojana of the Ministry of Rural Development (Department of Rural Development).

2. The Twenty-sixth Report was presented to Lok Sabha on 19th December, 2001. The replies of the Government to all the recommendations contained in the Report were received on 18th April, 2002.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 27th January, 2003.

4. An analysis of the action taken by the Government on the recommendations contained in the Twenty-sixth Report of the Committee (2001) is given in *Appendix-VII.*

NEW DELHI;
21 *February*, 2003
2 *Phalguna*, 1924 *(Saka)*

CHANDRAKANT KHAIRE,
Chairman,
Standing Committee on
Urban and Rural Development.

CHAPTER I

REPORT

This Report of the Committee on Urban and Rural Development (2003) deals with the action taken by the Government on the recommendations contained in their Twenty-sixth Report on Pradhan Mantri Gram Sadak Yojana (PMGSY) which was presented to Lok Sabha on 19th December, 2001.

2. Action taken notes have been received from the Government in respect of all the 27 recommendations which have been categorised as follows:

(i) Recommendations which have been accepted by the Government

Para Nos. 2.9, 2.10, 2.13, 3.4, 5.15, 5.17, 5.18, 5.20, 6.32, 6.33, 6.35, 6.36, 6.37, 6.40, 6.54 and 6.59

(ii) Recommendations which the Committee do not desire to pursue in view of Government's replies

Para Nos. 2.11, 6.29, 6.30, 6.31 and 6.34

(iii) Recommendations in respect of which replies of the Government have not been accepted by the Committee

Para Nos. 2.12, 4.4, 5.16, 5.19, 6.44 and 6.53

(iv) Recommendations in respect of which final replies of the Government are still awaited

—Nil—

3. The Committee will now deal with action taken by the Government on some of these recommendations in the succeeding paragraphs.

A. Connectivity by Roads under PMGSY

Recommendation (Para No. 2.12)

4. The Committee had recommended as under:

"The concept of 'multiple connectivity' should not exclude shorter roads being provided where 'single connectivity' involves long distances."

5. The Government have replied as below:

"At this stage, the primary focus of the Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide single all-weather road connectivity to unconnected habitations. It is possible that, in some cases, provision of shorter roads would reduce distances. Normally such roads could be taken up under other programmes. Such cases could be considered in the PMGSY, in place of upgradation, if there are no habitations (of the designated population size) to be provided connectivity, in a given District."

6. The Committee are not convinced with the reply of the Government that shorter roads could be taken up under other programmes or such cases could be considered, in the PMGSY, in place of upgradation, if there are no habitations of the designated population size, to be provided connectivity, in a given district. The PMGSY guidelines, do not differentiate between long connectivity and short connectivity. The objective of the Government is to provide road connectivity, through all weather roads to all rural habitations with a population of more than 500 persons by the end of Tenth Plan period (i.e. by 2007). At district level, programme implementation unit formulates a Master Plan for each block indicating the habitations in that block and the existing status of road connectivity, including the proposed new construction as well as roads requiring upgradation. Therefore, the Committee reiterate their recommendation that multiple connectivity should include shorter roads also, even where single connectivity involves long distances.

B. The Type of Roads Constructed under Sadak Yojana

Recommendation (Para No. 4.4)

7. The Committee had noted as below:

"While noting separate definitions of all weather roads given by the Government and N.R.R.D.C. under the Sadak Yojana, the

Committee would like that the type and the width of the roads constructed under the Yojana should be according to the traffic needs of a particular area. It should be ensured that the roads constructed are durable. While deciding about the width and other parameters of road by implementing agency, they should also take care of the demands of the area in the near future that can be 10-15 years from the construction of the road. Necessary guidelines in this regard should be issued by the Government. The Committee would like the Government to work in close coordination with N.R.R.D.C. and would stress that the crust of thickness adopted should be sufficient enough to take the weight of heavy vehicles. In hilly areas, the roads should not be inundated by slight rainfall causing damage due to washing of binding materials and ravelling of metals. Further, the Committee also desire that the suggestion given in N.R.R.D.C. Report in this regard should be taken into consideration."

8. The Government have replied as below:

"The Indian Roads Congress (IRC) a premier body of engineers, sets the norms for the design and construction of roads in the country. At the instance of this Ministry, a comprehensive Rural Roads Manual has been finalized by the IRC taking into account the work done by the Design and Specifications and Low-cost culverts and Small Span Bridges Committee set up by the Ministry and is now under print. The rural roads being constructed under PMGSY are as per the geometric design and specifications prescribed by the IRC.

The roads are to be designed using the Detailed Design Chart developed by the IRC and indicated in the rural roads manual. These can be used for determining the type of roadway and pavement. The type of roadway is decided on the basis of the design-life, rainfall, traffic and load-bearing strength of the soil. The design-life of rural roads is suggested as 10 years. The width of road way is decided on the basis of terrain conditions and the traffic intensity. However, keeping in view the projected growth in traffic, the IRC has recommended a minimum carriage-way width of 3.75 metres for rural roads. In order to ensure the durability of roads, construction of adequate Cross-Drainage structures on Rural Roads has been recommended by the IRC."

9. The Committee are not inclined to accept the reply furnished by the Department. They in their earlier recommendation had made specific suggestions regarding the width and other parameters of roads, to be constructed under the Sadak Yojana. Besides, they had categorically stressed to consider the suggestions given in the report of the NRRDC in this regard. Instead of addressing each of the issues, it has been stated in the reply that a manual in this regard has been prepared and is under print. The Committee are at a loss to understand whether the issues addressed by them in their recommendation have really been addressed in the aforesaid manual. They therefore reiterate their earlier recommendation and would like a categorical reply in this regard. They further note from the action taken reply that IRC has recommended a minimum carriage width of 3.75 metres for rural roads. The Committee would like to know whether the States have been consulted before indicating certain minimum parameters for the width of the road.

C. Utilisation of funds under the Sadak Yojana

Recommendation (Para No. 5.15)

10. The Committee had noted as below:

"The Committee note that out of Rs. 2500 crore earmarked for the Sadak Yojana during 2000-2001, an outlay of Rs. 672.26 crore was made available to the States for completion of ongoing road works under the erstwhile Basic Minimum Services Programme and as per the information made available to the Committee, the funds have largely been utilised in some of the States. The Committee would like to be apprised about the utilisation position in all the States/Union Territories. The Committee also find that the remaining outlay has to be utilised by the State Governments for providing new connectivity. To ensure the proper utilisation of outlay earmarked under the Sadak Yojana, the Committee would like that the Government should monitor the position of utilisation of funds in various States to ensure that the funds are utilised only for providing new connectivity to achieve the objectives of the scheme. The Committee would like to be apprised about the latest position of releases and utilisation of funds in respect of States/districts for providing new connectivity. Moreover the Committee urge the additionality of amount spent under the Basic Minimum Service Programme for Sadak Yojana."

11. The Government have replied as below:

"In the year 2000-2001, a sum of Rs. 672.26 crore was provided to 13 States and 2 Union Territories for completion of incomplete road works started under the erstwhile Basic Minimum Services Programme. According to information made available by the State Governments, an expenditure of Rs. 486.72 crore has been incurred till March, 2002. Road works pertaining to new connectivity and upgradation cleared in the year 2000-2001 are in various stages of execution and are likely to be completed, by and large, by May 2002 (except perhaps in the State of Bihar). An expenditure of Rs. 1326.85 crore has, so far, been incurred under PMGSY. Details are enclosed at *Appendix-I.*

The progress of works is also being monitored regularly through a Monthly Progress Report which gives package-wise details. Further, Quality Control Monitors, engaged by the National Rural Roads Development Agency (NRRDA), are also being sent to inspect the road works.

The Finance Minister indicated in his Budget Speech, 2002-03 that depending on the accelerated implementation of road works under PMGSY, additional resources would be located, including from multilateral sources, for the PMGSY."

12. The Committee find that road works pertaining to new connectivity and upgradation cleared in the year 2000-2001 were likely to be completed by May 2002 (except in the State of Bihar). They hope the said works would have been completed by now and would like to be apprised about the latest position in this regard. Further they would also like to be apprised about the reasons for which the said works were not expected to be completed in Bihar by the target date i.e. May, 2002. The Committee would also like to be apprised about the details of the additional resources that could be made available for the Pradhan Mantri Gram Sadak Yojana as stated by the Finance Minister in his Budget Speech 2002-03.

D. Reviewing the criteria of allocating funds under Sadak Yojana

Recommendation (Para No. 5.16)

13. The Committee had noted as below:

"While noting the norms of the Government according to which weightage of 75% is given to unconnected habitations in the country, the Committee find that there may be States having almost good connectivity, but the position of the roads in those States may be very poor. Further, the progressive States like Kerala and Maharashtra are mostly contributing towards the cess which is the main source of funding for the Sadak Yojana. To give justice to all the States, the Committee would like that the Government should review the criteria and some weightage should be given to the States or districts where the position of roads is poor although connectivity is good."

14. The Government have replied as below:

"The primary responsibility of construction and maintenance of rural roads remains with the State Governments. Under the Pradhan Mantri Gram Sadak Yojana (PMGSY), the primary focus is on providing road connectivity to about 1.60 lakh unconnected habitations involving an investment of over Rs. 50000 crore.

The Ministry has initiated work on the concept of **Core Network**, which is the Network of Roads that is essential to provide basic access to each habitation, with basic access being a single all-weather road connectivity to each habitation. With the establishment of the Core Network, suitable policy dealing with, *inter alia*, construction and maintenance of rural roads would be evolved in consultation with the State Governments."

15. The Committee note that their recommendation to review the criteria to ensure weightage to the States or districts in the States like Kerala and Maharashtra, where the connectivity is good but the construction of roads is not very good, has not been addressed specifically in the action taken reply. The Committee in their earlier recommendation had also noted that such States are mostly contributing towards the cess. They, therefore, reiterate their earlier recommendation and would like the specific reply of the Government in this regard.

E. Cost of construction of roads in hilly States including North Eastern States

Recommendation (Para No. 5.19)

16. The Committee had noted as below:

"The Committee find that there is a need to take the issue of construction of roads in difficult areas like hilly States including North-Eastern States in an entirely different perspective because the cost of construction of roads in difficult areas may be higher than the plain areas. Besides, the problem of insurgency in some of the North-Eastern States, Jammu and Kashmir and other insurgency affected areas would further affect the cost of construction of roads. The Committee would, therefore, like that all these facts should be taken into consideration while deciding the release of outlay for a particular State.

The Committee further observe that there are hundreds of villages in the country which, though having population of less than 500 or 250 are agriculturally prominent or important from the trade point of view. The Committee therefore, recommend that while adopting the criteria for rural connectivity, economic importance of such villages should also be kept in mind."

17. The Government have replied as below:

"Keeping in view the requirements and higher cost of construction in the North-Eastern States, 10.80% of the total funds (Rs. 270.00 crore) have been earmarked under the Pradhan Mantri Gram Sadak Yojana (PMGSY) although only 7.08% Habitations (11392 out of 160791 Habitations) are to be taken up under the Programme. In addition, from time-to-time, additional allocations are also made depending on the availability of funds.

By and large, population size of a habitation is a reflection of economic development. Available funds under PMGSY are insufficient to link unconnected habitations with a population of 250 persons and above and, at this stage, it may be difficult to take up habitations of lower population size. The Ministry have, however, taken a positive view in special cases when posed by the State Governments. Recently, the Ministry have agreed to a proposal from the Government of Rajasthan suggesting that all

Panchayat Headquarters should be covered under the PMGSY irrespective of the population size subject to the condition that no other bigger habitation in the Panchayat is provided/being provided with a PMGSY work or under any other Central/State Government Programme."

18. The Committee are not satisfied with the reply furnished by the Department. They in their earlier recommendation had raised two issues as indicated below:

(i) The cost of construction of roads in difficult areas *viz.* hilly States including North-Eastern States, insurgency affected areas like North-East, Jammu and Kashmir and other such areas should be taken in a different perspective.

(ii) While adopting the criteria for rural connectivity, economic importance of the villages having less than 500 or 250 population should be taken into consideration.

With regard to (i) above, the Committee find that the Department has given a routine reply indicating higher allocation for North-Eastern States. Nothing has been said about other hilly areas and insurgency affected areas. This is a serious matter and should be taken care of while releasing funds to such States. The Committee would like the Government to address all the issues raised in their earlier recommendations.

With regard to (ii) above, while the Committee note that the Government have taken a positive view in the special cases posed by the State Government of Rajasthan. They hope that similar approach would be adopted in such cases in future.

F. Additional funds from International Financial Organisations for PMGSY

Recommendation (Para No. 5.20)

19. The Committee had noted as below:

"The Committee find from the material made available to them by the Government, that at least Rs. 60,000 crore at present price level will be required to attain the objective of the Yojana, that is the total rural connectivity at an average of 4 km. road per village

at the rate of approximately Rs. 10 lakh per kilometre. At the present rate of appropriation for the Yojana. *i.e.* Rs. 2500 crore per annum, it will be nearly a quarter century before this goal is achieved. The Committee, therefore, recommend that the Government should treat rural connectivity on a particularly high priority in seeking additional funds from international financial organisations such as World Bank and Asian Development Bank etc., and by raising bonds to achieve the objectives within the stipulated time period *i.e.* by the end of Tenth Plan. The Committee may be kept informed from time-to-time about the progress made in this direction."

20. The Government in their reply stated as below:

"The Finance Minister has indicated in his Budget Speech that depending on the accelerated implementation of road works under the PMGSY, additional resources would be found, including those from multilateral sources, in the course of the year.

The Department of Economic Affairs have sought the response of the World Bank and other External Funding Agencies on the possibility of financial assistance for PMGSY. The World Bank has evinced interest in funding the Programme and an Identification Mission is likely to be fielded shortly by the World Bank."

21. The Committee find that the World Bank has evinced interest in funding the Pradhan Mantri Gram Sadak Yojana. They would like to be apprised about the progress made in this regard.

G. Role of MPs/MLAs in implementation of Sadak Yojana

Recommendation (Para No. 6.36)

22. The Committee had noted as below:

"The Committee are not satisfied with the guidelines relating to involvement of local MPs and MLAs in the implementation of the Sadak Yojana. They note that the local MP/MLA is held responsible for the utilisation and development of these type of funds in his constituency. However, in identification and execution of the Sadak Yojana, he has a very marginal role to play. The Committee feel that the Identifying Agency will consider the proposals of local MPs and MLAs only when it is mandatory on their part to do so. To ensure this, it should be stipulated in the guidelines that the

certificate of the local MP and MLA should be essential before finalising the plan at block level to ensure the proper utilisation of the funds under the Sadak Yojana. The Committee further recommend that a proportion of the Yojana funds should be earmarked for MPLAD scheme and equivalent State Assembly Schemes. Besides local MPs and MLAs should be members of the State level Standing Committee set up under the Sadak Yojana. They also urge that it should be stipulated in the guidelines that the meetings of the said Standing Committee should be convened only after seeking the convenience of local MPs/MLAs, as far as possible."

23. The Government have replied as below:

"The Guidelines of PMGSY issued in December, 2000 provided for the Preparation of District Rural Roads Plans, which were to be formulated taking into account the views and suggestions of the Hon'ble Members of Parliament and Members of the State Assembly concerned. The Manual for Preparation of District Rural Roads Plans issued in June, 2001 required that the proposals of Hon'ble Members of Parliament should be taken into account at the time of the preparation of District Rural Roads Plans while vetting which, the State Level Standing Committee (usually headed by the Chief Secretary), would ensure that the proposals of Hon'ble Members of Parliament had been duly considered.

In June, 2001, the Hon'ble Minister of Rural Development wrote to all the Members of Parliament (Lok Sabha) to forward their proposals to the District Authorities concerned before 10th July, 2001. A letter was also addressed to all the Chief Ministers drawing their attention to the provisions of the Manual. Through a letter dated 15th June, 2001, the State Secretaries were advised to issue necessary instructions to all concerned and to over see that the MP's proposals received full consideration. On 14.8.2001, the Minister of Rural Development wrote to all the Chief Ministers indicating that the Chief Secretary (heading the State Level Standing Committee) may meet all the Members of Parliament to discuss their proposals before the same were forwarded to the Ministry of Rural Development.

It may be noted that it is incumbent upon both the Intermediate and District Panchayats to give full consideration to the proposals

received from the Members of Parliament before finalising the Block and District Rural Roads Plan. The District Rural Roads Plan will also be vetted by the State-level Standing Committee, who will ensure that the Plans have been prepared in accordance with the Guidelines and the proposals of Members of Parliament have been duly considered, before sending the same to the Ministry of Rural Development.

The proposals received from the State Governments/Union Territories in the year 2001-2002 were examined accordingly. For the year 2001-2002, proposals for Rs. 4677.96 crore pertaining to 27 States and 5 Union Territories have been cleared till date. According to available information, 45.49% of all proposals cleared under PMGSY in the year 2001-2002 have been recommended by the Hon'ble Members of Parliament.

The Ministry have been making every effort that the proposals of the Hon'ble Members of Parliament be considered by the District Panchayats and the State Governments. In Bihar, where concern had been expressed by the Hon'ble Members of Parliament about lack of consultation process, the proposals forwarded by the State Government were sent back with the observation that the proposals finalised by some of the Zila Parishads did not reflect the recommendations made by the Hon'ble Members of Parliament in adequate measure. The State Government was requested to forward revised proposals which have since been received."

24. While noting the reply of the Government the Committee hope that the proposals received from the member of Parliament will be given full consideration and the consultative process is not given a go bye.

H. Forest clearance for construction of roads under Sadak Yojana

Recommendation (Para No. 6.44)

25. The Committee had noted as below:

"The Committee are apprised that State Governments have no objection to shouldering the responsibility of providing compensation for land acquisition under the Yojana. However this matter needs to be clearly reflected in the guidelines so that there is no scope for dispute on compensation for land acquisition, if

any in future. Mere verbal assurance from the States will not be enough. Further, while noting that the Government are making efforts to get the exemption regarding clearance of the competent authority in the case of forest land for construction of roads, the Committee would like the Government to pursue further to decide the matter at the earliest."

26. The Government have replied as below:

"Para 3.6 of the Guidelines of PMGSY clearly stipulate that it will be the responsibility of the State Level Standing Committee to oversee that lands are available for taking up the proposed road works. A certificate to this effect will accompany all the proposals. No provision is to be made for land acquisition under this Programme. It may be noted that traditionally land has not been acquired for construction of Rural Roads.

In the execution of road works cleared in the year 2000-2001 and 2001-2002, the issue of forest clearance has not been reported as a major hurdle by any State Government. The Ministry have addressed a letter in April, 2001 to all the State Governments (having major areas under forest cover) requesting the State Chief Secretaries to review the position in this regard in a joint meeting of the Executing Agency/ies and the Forest Department officials and apprise the Ministry of the views of the State Government on this issue. The issue would be taken up with the appropriate authorities upon receiving the response from the concerned State Governments. The matter is being pursued."

27. The Committee while considering the action taken report at their sitting held on 27th January, 2003, observed that as per their earlier recommendation, the Government had apprised them that the State Governments have no objection in shouldering the responsibility of providing compensation for land acquisition under the Gram Sadak Yojana. They felt that the ground reality is something different in this regard. Before finalizing the recommendation, the Committee desired that the comments of the Ministry of Rural Development should be obtained in this regard.

28. The Ministry accordingly commented as below:

"The guidelines of the Pradhan Mantri Gram Sadak Yojana (PMGSY) have been revised and communicated to the State

Governments on 7th January, 2003. There is no change in the provision relating to land acquisition in the revised guidelines of the PMGSY. The relevant provisions of the present guidelines of PMGSY are as under:

"It will be the responsibility of the State Government/District Panchayat to oversee that lands are available for taking up the proposed road works. A certificate that land is available must accompany the proposal for each road work. It must be noted that the PMGSY does not provide funds for land acquisition. However, the State Governments will draw up policies so that the process of making land available for the road works sub-serves the common good and is also just and equitable."

* * * *

"The State Governments have confirmed during the meetings of the Empowered Committee for 2000-01 and 2001-02 that requisite land is available for undertaking construction of road works under the Pradhan Mantri Gram Sadak Yojana (PMGSY). No State Government has reported having acquired land under the Land Acquisition Act for the purpose of construction of roads under the PMGSY. The Ministry have also stated that they have not received any complaints from any of the State Government regarding compensation for land acquisition under the Gram Sadak Yojana."

* * * *

"the responsibility of making available land for construction of road works under the PMGSY is of the State Government."

29. While going through the action taken reply and subsequent comments of the Department of Rural Development, the Committee note that whereas as per the position indicated by the Department of Rural Development there is no complaint from any of the State Governments on the issue of land acquisition for construction of roads under Gram Sadak Yojana, yet they feel that the ground reality in this regard is something different. Moreover, the Committee find that the conclusion drawn by the Department in this regard is based on the meetings of the empowered Committee with all State Governments for 2000-01 and 2001-02. The Committee feel that these two years i.e. 2000-01 and 2001-02 were the initial years of the

implementation of the Sadak Yojana. Not only that during 2000-01 the funds for rural roads was an additional Central assistance and it was only from 2001-02 the Sadak Yojana was considered to be as a 100 per cent Centrally sponsored scheme. (Refer para 3.1 of the 26th Report). They are further concerned to note that when asked to ascertain ground reality from the State Governments in this regard, the Department has tried to pass the responsibility on the State Governments by stating that the responsibility of making available land for construction of road works under PMGSY is of the State Government.

In view of this scenario, the Committee find that at the ground level the State Governments are experiencing difficulties due to land acquisition. They note that this is a serious issue and needs immediate consideration. The Committee further find that PMGSY is a cent per cent Centrally sponsored programme and as such the responsibility of its effective implementation lies with the Central Government. They would like that the Department should ascertain the ground reality from the State Governments in this regard and take the necessary steps so that the programme does not suffer due to acquisition of land and no village otherwise covered under the guidelines, is deprived of connectivity.

On the issue of forest clearance for execution of road works, the Committee note that the views of the State Chief Secretaries have been asked for in this regard. The Committee would like the matter should be pursued vigorously with the State Governments and issue taken up with the appropriate authorities expeditiously and they apprised accordingly.

I. Involvement of local MPs in monitoring the Sadak Yojana

Recommendation (Para No. 6.53)

30. The Committee had noted as follows:

"As the Gram Sadak Yojana is the most important programme of rural development and is 100% Centrally Sponsored Programme, it is essential that it is monitored properly to ensure the fulfilment of the objectives of the programme. The monitoring is further necessary to avoid duplication of payment by several agencies for a single road and also to ensure that the roads are constructed

strictly according to the guidelines. Further the quality of the roads has also to be ensured. To achieve the said purposes, the Committee urge the Government to gear up the existing monitoring mechanism of the Sadak Yojana. Besides, the monitoring by the officers in the Central Ministry has further to be geared up. There should be a separate Cell in the Department of Rural Development whose main task should be to make surprise visits at the sites to ensure that the Yojana is implemented properly. Further, the monitoring by independent monitors is another aspect that needs to be taken care under the Yojana. The Committee would also like that the findings of the independent monitors should be reviewed by the Government to ensure the proper implementation of the programme in different States/UTs. Besides these measures, the Committee feel that local MPs/MLAs can play an important role in monitoring the Sadak Yojana. To ensure their involvement in monitoring, the Committee recommend that there should be a District Level Vigilance Committee under the Chairmanship of a local member of Parliament from Lok Sabha. Other local M.P.s/MLAs should also be members of the said Committee. The modalities for constitution of such Vigilance Committee should be evolved by the Government and necessary guidelines issued in this regard and the Committee be apprised accordingly."

31. The Government have replied as below:

"The National Rural Roads Development Agency (NRRDA) has been registered under the Societies Registration Act, 1860, on 14th January, 2002 to extend support to the Programme through advice on technical specifications, project appraisal, appointment of part-time Quality Control Monitors, Management of Monitoring Systems and submission of Periodic Reports to the Ministry of Rural Development. Independent Monitors engaged by the NRRDA have been/are being sent to different States to inspect the road works.

The Ministry is also obtaining monthly package-wise progress reports from the States/Union Territories and reviewing the physical and financial progress. Officers of the Ministry are also regularly visiting the States and inspecting road works currently under execution.

The Ministry have initiated steps to revamp the Vigilance and Monitoring Committees at the State, District and Block levels to, *inter alia*, supervise, exercise vigilance and monitor the implementation of all programmes implemented by the Ministry of Rural Development.

32. While noting the reply of the Government, the Committee find that the later part of the recommendation as given below has not been addressed in the Action taken reply:

"There should be a District Level Vigilance Committee under the Chairmanship of a local member of Parliament from Lok Sabha. Other local MPs/MLAs should also be members of the said Committee. The modalities for constitution of such Vigilance Committee should be evolved by the Government and necessary guidelines issued in this regard and the Committee be apprised accordingly."

The Committee would like to receive the reply of the Government on the aforesaid issue.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Para No. 2.9)

The Committee find that Pradhan Mantri Gram Sadak Yojana whose objective is to provide total rural connectivity is the most important programme of rural development hitherto undertaken. The importance of the programme makes it imperative that the Yojana be carefully conceived and meticulously executed so that it does not suffer the fate of many other programmes of rural development being undertaken at present in the country.

Reply of the Government

The Programme has been carefully conceived in consultation with the State Governments.

The Programme provides for:

- Planning process to identify the road requirements
- Project proposals identifying the specific roads
- Design of roads as per Technical specifications
- Execution by contractors in packages of Rs. 1-5 crore
- Time-bound execution
- Quality control
- Performance Guarantee of 5 years
- Maintenance arrangements.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Recommendation (Para No. 2.10)

While noting the criteria of population for providing connectivity under the Gram Sadak Yojana, the Committee find that the criteria of having a population of more than 250 in hilly, desert and tribal areas should be reconsidered keeping in view the fact that in difficult areas, the population is scattered and most of the villages have a population of less than 250. Since the difficult areas need more attention under the Sadak Yojana, it may not be justified if most of the villages/ village clusters remained uncovered by the Yojana. The Committee further find that the Government are yet to collect the vital data regarding the number of villages having a population of less than 500, and the number of villages in difficult areas and their population. They recommend that the set norms of population of more than 250 in case of hilly, desert and tribal areas including North Eastern States may be reviewed when the necessary data is available.

Reply of the Government

According to figures made available by the State Governments, of the total of 8.25 lakh habitations, 3.30 lakh habitations do not have all-weather connectivity. From among these, about 1.60 lakh habitations are eligible to be covered under the Pradhan Mantri Gram Sadak Yojana. This includes 58787 Unconnected Habitations with population of over 1000 persons, 80590 having population between 500-999 and 21414 habitations having population of 250-499 persons Appendix II.

The Pradhan Mantri Gram Sadak Yojana (PGMSY) has the objective of connecting Habitations with a population of 500 persons and above. Even for connecting 1.60 lakh Habitations, as indicated above, would require an investment of over Rs. 50000 crore. In so far as Hill areas are concerned, Habitations with a population of 250 and above are covered under the Programme. In calculating the size of population of any Habitation, the population of all Habitations, within a radius of 500 metres, are clubbed together.

In continuation of the exercise initiated in respect of the Preparation of District Rural Roads Plans, the Ministry has initiated work on the concept of **Core Network**, which is the Network of Roads that is essential to provide Basic access to each Habitation, Basic access being a single all-weather road connectivity to each Habitation. With the establishment of the Core Network, the population served by a given road can also be calculated.

The observations of the Committee will be kept in view while dealing with the cases of Habitations in Hills, Desert and Tribal areas and specific difficulties would have to be treated on a case to case basis.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Recommendation (Para No. 2.13)

The Committee note that the National Rural Road Development Committee (NRRDC) in their report have listed 100 districts as backward and poorest districts in the country for lack of connectivity. The Committee feel that to do justice with these backward and poorest districts, and to check further deterioration in their condition, top most priority be accorded under the Sadak Yojana to provide connectivity to these districts.

Reply of the Government

Para 4.6 of the Report of the NRRDC, which deals with Phasing of the works, does not mention 100 backward Districts but speaks of selecting 40 to 50 Districts all over the country.

Funds under the Programme are allocated to a State and the *inter se* distribution among the Districts is done by the State Government. A letter has been addressed to all the State Secretaries indicating that funds may be allocated among the Districts, keeping in view, *inter alia*, the status of connectivity in the District. A copy of the letter is enclosed Appendix-III.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Recommendation (Para No. 3.4)

The Committee regret to note that though the Sadak Yojana was announced in March 2000 and formally launched on 25th December, 2000 the parameters for implementation of the Yojana are still to be finalised. The Committee feel that in the absence of the broad parameters needed for implementation of the scheme, the outlay released to the State Governments for the implementation of Sadak Yojana could be utilised by them in making payment for the roads

already constructed under the different ongoing Centrally Sponsored/ State Sector Schemes. The Committee, therefore, recommend that to prevent any diversion of funds by the State Government the parameters for implementation of the Yojana should be finalised without any further delay and the Committee be apprised accordingly.

Reply of the Government

The Guidelines of the Programme were issued on 15th December, 2000. Subsequently, the Manual for Preparation of the District Roads Plans was also issued in June, 2001. The Programme is being executed in accordance with the guidelines, as well as the Manual.

Since several State Governments reported large number of incomplete road works that had been started under the erstwhile Basic Minimum Services Programme, it was decided that only for the year 2000-2001, project proposals forwarded by the State Governments under PMGSY may include incomplete road works initiated under the erstwhile Basic Minimum Service Programme. The State Governments were also asked to clearly specify in their project proposal the value of the work done till March, 2000 under the BMS component and the sum required to complete the balance works apart from providing the complete District-wise list of such road works. These steps were taken to ensure non diversion of funds released under PMGSY.

The Guidelines stipulate preparation of project proposals identifying specific road work for each District, which are then grouped into work packages and tendered after scrutiny by the State Technical Agency. Further, funds are released to the Executing agency and kept in specific Bank Accounts. The Guidelines provide for audit by both the Chartered Accountants as well as the Comptroller and Auditor General. These are expected to prevent the diversion of fund released under the PMGSY to any other Programme.

[Ministry of Rural Development (Deptt. of Rural Development Letter No. H-12011/50/2001-RC dated 18th April, 2002.]

Recommendation (Para No. 5.15)

The Committee note that out of Rs. 2500 crores earmarked for the Sadak Yojana during 2000-2001, an outlay of Rs. 672.26 crores was made available to the States for completion of ongoing road works under the erstwhile Basic Minimum Services Programme and as per

the information made available to the Committee, the funds have largely been utilised in some of the States. The Committee would like to be apprised about the utilisation position in all the States/Union Territories. The Committee also find that the remaining outlay has to be utilised by the State Governments for providing new connectivity. To ensure the proper utilisation of outlay earmarked under the Sadak Yojana, the Committee would like that the Government should monitor the position of utilisation of funds in various States to ensure that the funds are utilised only for providing new connectivity to achieve the objectives of the Yojana. The Committee would like to be apprised about the latest position of releases and utilisation of funds in respect of States/districts for providing new connectivity. Moreover the Committee urge the additionality of amount spent under the Basic Minimum Services Programme for Sadak Yojana.

Reply of the Government

In the year 2000-2001, a sum of Rs. 672.26 crore was provided to 13 States and 2 Union Territories for completion of incomplete road works started under the erstwhile Basic Minimum Services Programme. According to information made available by the State Governments, an expenditure of Rs. 486.72 crore has been incurred till March, 2002. Road works pertaining to New Connectivity and Upgradation cleared in the year 2000-01 are in various stages of execution and are likely to be completed, by and large, by May 2002 (except perhaps in the State of Bihar). An expenditure of Rs. 1326.85 crore has, so far, been incurred under PMGSY. Details are enclosed at Appendix-I.

The progress of works is also being monitored regularly through a Monthly progress Report which gives package-wise details. Further, Quality Control Monitors, engaged by the National Rural Roads Development Agency (NRRDA), are also being sent to inspect the road works.

The Finance Minister indicated in his Budget Speech, 2002-03 that depending on the accelerated implementation of road works under PMGSY, additional resources would be located, including from multilateral sources, for the PMGSY.

[Ministry of Rural Development (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC, dated 18th April, 2002.]

Comments of the Committee

(Please *see* Paragraph No. 12 of Chapter-I of the Report)

Recommendation (Para No. 5.17)

The Committee further note that the Union Territories of Delhi and Chandigarh have found no place in the Sadak Yojana although they have certain rural areas. The Committee are not able to appreciate the rationale given by the Government that these Union Territories are not covered by the other programmes of the Ministry of Rural Development. The Committee find that the rural development programmes like ARWSP are being implemented in the rural areas in these Union Territories. They also note that the proposal to include Delhi and Chandigarh in the Sadak Yojana is under active consideration of the Government. The Committee, therefore, would like that the decision in this regard is taken favourably without any further delay.

Reply of the Government

An allocation of Rs. 5.00 crore has been made to the NCT of Delhi under PMGSY in the years 2000-01 and 2001-02. No request has been received from the UT of Chandigarh.

[Ministry of Rural Development (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC, dated 18th April, 2002.]

Recommendation (Para No. 5.18)

While appreciating the initiative taken by the Government to make the grants under the Yojana non-lapsable so that the unspent amount appropriated for a particular year is available for expenditure in the subsequent financial years, the Committee would like to caution the Government against accumulation of huge unspent outlay with the State Governments as in the case of other rural development schemes/ programmes. They would like that the balance should be maintained between appropriations and actual outlay in a particular year.

Reply of the Government

This issue is being suitably address. It has been decided that funds for the year 2001-02 would be released only upon utilisation of at least 50% of funds released in the year 2000-2001. Funds for the year 2002-03 would be released only upon utilisation of at least 60% of available funds and also upon full utilisation of funds released in the year 2000-01.

[Ministry of Rural Development, (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC, dated 18th April, 2002.]

Recommendation (Para No. 5.20)

The Committee find from the material made available to them by the Government, that at least Rs. 60,000 crores at present price level will be required to attain the objective of the Yojana, that is the total rural connectivity at an average of 4 km. road per village at the rate of approximately Rs. 10 lakh per kilometer. At the present rate of appropriation for the Yojana, *i.e.* Rs. 2500 crore per annum, it will be nearly a quarter century before this goal is achieved. The Committee, therefore, recommend that the Government should treat rural connectivity on a particularly high priority in seeking additional funds from international financial organisations such as World Bank and Asian Development Bank etc., and by raising bonds to achieve the objectives within the stipulated time period *i.e.* by the end of Tenth plan. The Committee may be kept informed from time-to-time about the progress made in this direction.

Reply of the Government

The Finance Minister has indicated in his Budget Speech that depending on the accelerated implementation of road works under the PMGSY, additional resources would be found, including those from multilateral sources, in the course of the year.

The Department of Economic Affairs have sought the response of the World Bank and other External Funding Agencies on the possibility of financial assistance for PMGSY. The World Bank have evinced interest in funding the Programme and an Identification Mission is likely to be fielded shortly by the World Bank.

[Ministry of Rural Development, (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC, dated 18th April, 2002.]

Comments of the Committee

(Please *see* Paragraph No. 21 of Chapter-I of the Report)

Recommendation (Para No. 6.32)

As regards the role of Intermediate Panchayat in preparation of Master Plan, the Committee would like that the proposals submitted by the Gram Panchayats under the jurisdiction of a particular Intermediate Panchayat should be consolidated especially checking on

whether the habitations covered include a satisfactory proportion of Dalit/ST villages/habitations. The Gram Sadak Yojanas of all the Intermediate Panchayats should then be consolidated at the level of District Planning Committee, which, by its very composition has a proper balance of popular representation and of Government technical advisers. Whether the District Planning Committees are still to be elected as per Constitutional provisions, the Zila Parishad could function as District Planning Committee for this purpose, with appropriate participation of representatives of the Municipalities in the District and Government technical advisers.

Reply of the Government

As indicated in Reply to Para 6.29 foregoing, the role of Intermediate Panchayat, which finalise the Block Plans, the District Planning Committee, which collates all the Block Plans and prepares the draft District Rural Roads Plan, which, in turn, is finalised by the District Panchayat, is already built into the Manual for Preparation of District Rural Roads Plans.

Suitable instructions have been issued to the State Governments, where the District Planning Committees are still to be elected as per Constitutional provisions, suggesting that the Zila Parishad should function as the District Planning Committee for this purpose, with appropriate participation of Government technical advisers.

[Ministry of Rural Development, (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC, dated 18th April, 2002.]

Recommendation (Para No. 6.33)

The Master Plan for the District then should be finalised by the State Government reflecting as far as practicable the wishes of the Panchayats in this regard, and adjusting the District Master plans according to the set norms as per guidelines of the Sadak Yojana.

As regards the finalisation of Master Plans, the Committee find that it will take lot of time and as such they recommend that instead of finalising District Rural Plans of all the districts in a State, the State Government should send the plans in lots *i.e.* as soon as the District Rural Development Plan of a particular district is finalised it should be sent to the Centre for release of funds. To ensure timely release of funds, State Government should earmark the district-wise allocation

on the basis of their requirement well in advance and there should be time limit of three months for release of funds. The Committee feel that by following the said practice, Sadak Yojana would not suffer due to non-availability of Comprehensive District Plans of all the Districts in a State.

Reply of the Government

State Governments have reported that the District Rural Roads Plans have been prepared in respect of 470 out of 572 Districts in the country. The process of preparation of District Rural Roads Plans have not inhibited the State Governments from forwarding project proposals in respect of remaining Districts. However, the State Governments have assured that the proposals would form part of the District Rural Roads Plans.

Since District is the unit of planing under PMGSY, the State Governments have made District-wise allocations and obtained project proposals which have, then been consolidated at the State Level and forwarded to the Ministry of Rural Development after approval by the State Level Standing Committee. The project proposals have been cleared immediately upon receipt by the Ministry.

As regards the release of funds to the States, that is incumbent upon timely utilisation of funds released earlier and fulfilment of the conditions mentioned in reply to Para 5.18 earlier. It may be pointed out that release of funds has always been made in advance to the States.

[Ministry of Rural Development, (Deptt. of Rural Development Letter No. H-12011/50/2001-RC, dated 18th April, 2002.]

Recommendation (Para No. 6.35)

The Committee further find that a large number of agencies are involved in the Sadak Yojana. They have their apprehension that involvement of so many agencies would delay the implementation and further lead to confusion. In this regard, the Committee would like to urge the Government to minimise the involvement of number of agencies to the extent possible.

Reply of the Government

The number of Agencies involved in the execution of the Programme is not high. Only one or two Executing Agencies have been identified by each State Government for execution of road works under PMGSY. The number of Agencies involved in the Planning exercise is more but, so far, this has not posed any problem.

[Ministry of Rural Development (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Recommendation (Para No. 6.36)

The Committee are not satisfied with the guidelines relating to involvement of local MPs and MLAs in the implementation of the Sadak Yojana. They note that the local MP/MLA is held responsible for the utilisation and development of these type of funds in his constituency. However, in identification and execution of the Sadak Yojana, he has a very marginal role to play. The Committee feel that the Identifying Agency will consider the proposals of local MPs and MLAs only when it is mandatory on their part to do so. To ensure this, it should be stipulated in the guidelines that the certificate of the local MP and MLA should be essential before finalising the plan at block level to ensure the proper utilisation of the funds under the Sadak Yojana. The Committee further recommend that a proportion of the Yojana funds should be earmarked for MPLADs and equivalent State Assembly Schemes. Besides local MPs and MLAs should be members of the State level Standing Committee set up under the Sadak Yojana. They also urge that it should be stipulated in the guidelines that the meetings of the said Standing Committee should be convened only after seeking the convenience of local MPs/MLAs, as far as possible.

Reply of the Government

The Guidelines of PMGSY issued in December, 2000 provided for the Preparation of District Rural Roads Plans, which were to be formulated taking into account the views and suggestions of the Hon'ble Members of Parliament and Members of the State Assembly concerned. The Manual for Preparation of District Rural Roads Plans issued in June, 2001 required that the proposals of Hon'ble Members of Parliament should be taken into account at the time of the

preparation of District Rural Roads Plans while vetting which, the State Level Standing Committee (usually headed by the Chief Secretary), would ensure that the proposals of Hon'ble Members of Parliament had been duly considered.

In June, 2001, the Hon'ble Minister of Rural Development wrote to all the Members of Parliament (Lok Sabha) to forward their proposals to the District Authorities concerned before 10th July, 2001. A letter was also addressed to all the Chief Ministers drawing their attention to the provisions of the Manual. Through a letter dated 15th June, 2001, the State Secretaries were advised to issue necessary instructions to all concerned and to over see that MP's proposals received full consideration. On 14.8.2001, the Minister of Rural Development wrote to all the Chief Ministers indicating that the Chief Secretary (heading the State Level Standing Committee) may meet all the Members of Parliament to discuss their proposals before the same were forwarded to the Ministry of Rural Development.

It may be noted that it is incumbent upon both the Intermediate and District Panchayats to give full consideration to the proposals received from the Members of Parliament before finalising the Block and District Rural Roads Plan. The District Rural Roads Plan will also be vetted by the State-level Standing Committee, who will ensure that the Plans have been prepared in accordance with the Guidelines and the proposals of Members of Parliament have been duly considered, before sending the same to the Ministry of Rural Development.

The proposals received from the State Governments/Union Territories in the year 2001-02 were examined accordingly. For the year 2001-2002, proposals for Rs. 4677.96 crore pertaining to 27 States and 5 Union Territories have been cleared till date. According to available information, 45.49% of all proposals cleared under PMGSY in the year 2001-02 have been recommended by the Hon'ble Members of Parliament.

The Ministry have been making every effort that the proposals of the Hon'ble Members of Parliament be considered by the District Panchayats and the State Governments. In Bihar, where concern had been expressed by the Hon'ble Members of Parliament about lack of consultation process, the proposals forwarded by the State Government were sent back with the observation that the proposals finalised by some of the Zilla Parishads did not reflect the recommendations made

by the Hon'ble Members of Parliament in adequate measure. The State Government was requested to forward revised proposals which have since been received.

[Ministry of Rural Development (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Comments of the Committee

(Please *see* Paragraph No. 24 of Chapter I of the Report)

Recommendation (Para No. 6.37)

The Committee also desire that complaints and suggestion in respect of execution and implementation of the Sadak Yojana as made by MPs to the Central Ministry of Rural Development are given due priority by the Government.

Reply of the Government

The suggestions/complaints received from Hon'ble Members of Parliament regarding the PMGSY are receiving due priority and, as mentioned in reply to Para 6.36 above, the proposals received from the State Governments/Union Territories in the current year were carefully examined by the Ministry and detailed analysis of the proposals of the Hon'ble MPs was also obtained from the States. In the case of Bihar, the proposals were returned with the observation that in case of some Districts they did not suitably reflect the recommendations made by the Members of Parliament.

[Ministry of Rural Development (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Recommendation (Para No. 6.40)

While noting the details of the involvement of various schemes like JGSY, EAS, MPLADs etc. in the task of construction of rural roads, the Committee would like that the Government should ensure that to avoid duplication and confusion in this regard there should be proper co-ordination amongst various agencies. The Committee urge that necessary guidelines in this regard should be issued without any further delay. Besides, the Committee find that sometimes payment for the same work is made from different sources. They urge the Government

to ensure that there is no overlapping with other Yojanas of the projects with the projects under the Sadak Yojana.

Reply of the Government

The Manual for Preparation of District Rural Roads Plans stipulates preparation of detailed road inventory where all existing roads and tracks having a road width of 5 metres are to be numbered and indicated on the road map of the Blocks and the District. These include roads constructed under any Programme and by any agency. The idea is to obtain a complete road map of the District and prepare a Road Plan where roads to be taken up under PMGSY are clearly identified and known to all concerned—the Engineers, Zilla Panchayats, MLAs and MPs among others. This should avoid duplication of effort under different Programmes and possibility of double payments.

[Ministry of Rural Development (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Recommendation (Para No. 6.54)

The Committee further find that local people can play an important role in monitoring the Sadak Yojana. As recommended in earlier paragraphs, the involvement of Gram Sabha and Gram Panchayat in the programme would ensure the involvement of local people in the Sadak Yojana. The involvement of common man with the Yojana would automatically ensure social audit. Besides, the Committee would like that after completion of a road under the Yojana the details regarding the cost, date of starting of construction, date of completion etc. should be displayed at the site to ensure transparency in the implementation of Sadak Yojana.

Reply of the Government

Suitable instructions regarding the placing of Informatory Sign Boards have been issued Appendix-IV. These Boards would be fixed at starting point of road and there would be one Board for one road up to 5 km. If road length is more, one additional Board would be fixed at finishing point of road.

[Ministry of Rural Development (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Recommendation (Para No. 6.59)

The Committee find that the Central Road Research Institute, New Delhi is the principal technical agency to assist the Central Ministry in the implementation of the Sadak Yojana. Besides, the process of involving several reputed agencies is under way. The Committee urge the Government to finalise the list of technical agencies/institutions to be involved under the Sadak Yojana because these agencies would play an important role in the Sadak Yojana. Besides the Committee would also like that the Government should identify such technical agencies in the respective States. Further, the students of Engineering Universities can help in making the field surveys and giving their technical suggestions in the matter. The Government should formulate the necessary guidelines for their involvement and the Committee be apprised accordingly.

Reply of the Government

The Ministry have identified 37 State Technical Agencies, which are the Indian Institutes of Technology, Regional Engineering Colleges and Government Engineering Colleges of repute, in consultation with the State Governments and the Central Road Research Institute, New Delhi (Appendix V). The STAs are expected to scrutinise the project proposals prepared by the State Governments, provide requisite technical support to the State Governments, and to undertake Quality Control tests for the State Governments and the NRRDA.

The Ministry is in the process of appointing some of the Indian Institutes of Technology, such as the IIT Kharagpur, IIT Roorkee, IIT Mumbai as Principal Technical Agencies, apart from the Central Road Research Institute, New Delhi.

The suggestion in regard to using the services of students of Engineering Universities in making the field surveys has been forwarded to the State Governments.

The Ministry are hopeful of bringing about a synergy between the Engineering Universities and the Engineering Departments executing the Programme in the States and this experience is expected to be mutually beneficial.

[Ministry of Rural Development (Deptt. of Rural Development, Letter No. H-12011/50/2001-RC dated 18th April, 2002]

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES

Recommendation (Para No. 2.11)

In the guidelines the expression 'habitation' has not been defined. The Committee recommend that the term 'habitation' should be defined to mean connectivity of any road under the Yojana which would benefit a population cluster of at least 250/500/1000 as the case may be.

Reply of the Government

Habitation has been defined in Para 1.25 of the Manual for Preparation of District Rural Roads Plans as "a cluster of population, living in an area, the location of which does not change over time. Desam, Dhanis, Tolas, Majras, Hamlets etc. are commonly used terminology to describe the Habitations. A Revenue village/Gram Panchayat may comprise of several Habitations."

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002.]

Recommendation (Para No. 6.29)

The Committee find that although the Yojana for providing total rural connectivity is described as Gram Sadak Yojana, yet the role of Gram Sabha and Gram Panchayat in planning and implementing the Yojana is negligible. Another noticeable feature of the Sadak Yojana is that although the Gram Panchayat has no role in planning and implementing the Sadak Yojana, yet they have been burdened with the maintenance of the roads without ensuring their financial capacity to perform such a vital task. Further, the responsibility of social audit has been entrusted to Gram Sabha. The Committee would like to draw the attention of the Government towards Constitutional provision in this regard. Article 243B of the Constitution provides for the constitution of Panchayats at village, intermediate and district level and article 243G of the Constitution stipulates that the functions of the Panchayats at all levels shall be "the preparation of plans" and the

"implementation of schemes for economic development." Further, the Eleventh Schedule (Entry 13) to the Constitution, specifies roads as a key recommended function of the Panchayats. Moreover, article 243ZD provides for a District Planning Committee, elected largely from amongst and by the members of the Zilla Parishad and Municipalities who will undertake the task of consolidating the plans prepared at different levels of Panchayat and Municipalities. Keeping in view the Constitutional provisions as well as the fact that the Government is responsible for ensuring the due implementation of Part IX and IX-A of the Constitution relating to the Panchayats and Municipalities respectively, the Committee would like that the Government should ensure that the Sadak Yojana is planned and executed by Panchayats.

Reply of the Government

The role of the Panchayati Raj Institutions in the implementation of the Pradhan Mantri Gram Sadak Yojana has been outlined in the Guidelines as well as the Manual for the Preparation of District Rural Roads Plan.

Panchayati Raj Institutions have an important role in the Planning process, as is evident from the relevant extracts from the Manual for the Preparation of District Rural Roads Plan:

Utility Value

The Utility Value of a Habitation can be calculated by giving appropriate weightages, *inter alia*, to a set of socio-economic/ infrastructure facilities (Health, Education, Markets), and administrative centres.

(Para 2.27)

Selection of Variables by the District Planning Committee

The District Panchayat (or the DRDAs where the District Panchayats do not exist) shall be the competent authority to select the variables best suited for the District, categorise them and accord relative weightage to them. This shall be done before the work commences with respect to the preparation of the District Rural Roads Plan and shall be communicated to all concerned, so that the task of preparation of the District Rural Roads Plan can be accomplished in an objective manner. This is the responsibility of the District Panchayat.

(Para 2.28)

Approval of Block Plans by the Intermediate Panchayat

The Draft Block Plan would be presented before the Intermediate Panchayat by the Leader of the Team preparing the Draft Rural roads Plan for the Block. In this meeting, Revenue Officer of appropriate level, who has knowledge of the area, may also be called. The Plan should be finalised by the Intermediate Panchayat. Any changes made by the Intermediate Panchayat, should be separately mentioned and reasons, thereof, should be indicated.

(Para 2.38)

Submission of the Block Rural Roads Plan to the District Planning Committee

The Team will, after obtaining the approval of the Intermediate Panchayat, submit the Block Rural Roads Plan to the District Plan Committee where these have been constituted. In its absence, the Plan would be submitted to the Chief Executive Officer/District Collector with the original map, all the Formats and Tables. The Team would record its views in case it feels that the Intermediate Panchayat has deviated from the Guidelines in this regard.

(Para 2.39)

Role of the District Planning Committee

After the Rural Roads Plan have been received from the Blocks, the same would be scrutinised by the Chief Executive of the District Planning Committee/Chief Executive Officer/District Collector. He would be assisted by a Committee comprising of the Head of the District Programme Implementation Unit (Member Secretary), Superintending Engineer/Executive Engineer PWD, Executive Engineer, Rural Engineering Service and senior officers of the Revenue/Rural Development Departments, as Members. They should look into the deviations, if any, made by the Intermediate Panchayat and the justifications therefore. They must ensure that the Road Plan is according to the Road Index, calculated as per the weightages fixed by District Panchayat, and also the proposals of the MPs and MLAs have been duly considered. If any provision made by Intermediate Panchayat or the Committee preparing the original plan, is not as per the guidelines, such provisions should be changed. The reasons, thereof, should be mentioned clearly.

(Para 3.2)

The Committee should, after collating all the Block Rural Roads Plan, prepare on the prescribed format (*Appendix-II*) the draft District Rural Roads Plan. It would also contain the priority list of road works to be taken up under the Pradhan Mantri Gram Sadak Yojana, in line with the principles already enunciated (Paras 1.3 to 1.9).

(Para 3.3)

Consideration and Approval by the District Panchayat

The Draft District Rural Roads Plan would then be presented to the District Panchayat by the Chief Executive of the District Planning Committee. MLAs and MPs should be specially invited to this Meeting. Members of the Committee, which prepared the District Rural Roads Plan, should be present in the Meeting. It should be discussed and adopted by the District Panchayat, with such changes, as may be considered appropriate, but strictly within the framework of this Manual. If the District Planning Committee has any reservations about the changes proposed by the District Panchayat, their views should be mentioned clearly.

(Para 3.4)

The relevant provisions in the Guidelines for PMGSY in respect of maintenance and Social Audit are as under:

Maintenance of Rural Roads

Para 7.1 stipulates that the Rural Roads constructed/upgraded under this Programme will be maintained by the concerned Panchayati Raj Institutions (District/Intermediate level Panchayat), which would be identified while submitting the project for approval. The State authorities will be required to furnish an undertaking that they would remit (to the identified Panchayati Raj Institutions) from the State Governments funds, the requisite cost of maintenance. Para 7.2 states that efforts will be made to involve local peoples' participation in the maintenance of Rural Roads.

Social Audit

Para 9.3 of the Guidelines states that all the Road works will be subjected to Social Audit by way of discussion in the Gram Sabha and that relevant information in this regard will be made available to the

Gram Sabha. The State Governments will issue necessary instructions in this regard.

It is not true that Gram Panchayats have no role in the Planning process. Since the Rural Roads cover inter-village, inter-Gram Panchayat connectivity, the role of Panchayats in the Planning process starts with the Intermediate Panchayat, who finalise the Block Plans. The Intermediate Panchayat consists of Members who represent the Gram Sabha. At the District level, all the Block Plans are collated by the District Planning Committee and draft District Rural Roads Plans are finalised by the District Panchayat.

It is incorrect to state that the Gram Panchayats have been burdened with the maintenance of roads without ensuring their financial capacity to perform such a vital task. It is clear from the extracts of Para 7.1 of the Guidelines that the maintenance of Rural Roads is only envisaged at the District/Intermediate Panchayat level and it is recognised that without transfer of adequate financial resources and technical man-power by the State Governments, it would not be possible for the Panchayati Raj Institutions to undertake the responsibility of maintenance of Rural Roads. The Ministry is separately initiating steps towards adequate financial provisioning and related aspects to enable the Panchayati Raj Institutions to effectively maintain the rural roads.

As for the execution of PMGSY roads by the Panchayats, Reply to Para 6.30 may kindly be perused.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002.]

Recommendation (Para No. 6.30)

As per the guidelines of the Sadak Yojana, the State Governments/ Union Territory Administrations would identify one or two suitable agencies to be designated as executing agencies. As per the list furnished by the Government, the Committee find that in almost all the States, the executing agency is the PWD. Only in West Bengal, the executing agency is Zila Parishad. Further, in Andhra Pradesh, Panchayati Raj Engineering Department is the executing agency. While appreciating the stand taken by the Government to implement the Sadak Yojana with the existing staff with the State Government's Public

Departments, the Committee are not in favour of giving the total responsibility of execution of the Yojana to PWD. They feel that as per the Constitutional provision, the executing agency for constructing roads under the Sadak Yojana should be Panchayats. The Committee, therefore, would like to recommend that the Sadak Yojana should be executed by Panchayats, as is being done in West Bengal to ensure the people's participation. Further the mechanism for using the staff of the State Government's Public Departments by the executing agencies, that should be panchayats be suitably evolved by the Government.

Reply of the Government

The Guidelines of the Programme leave the choice of Executing Agency/ies to the State Governments. In 12 States/UTs, the Public Works Departments alone have been identified as the Executing Agency. The services of the Rural Engineering Service (RES/REO) are being used in 13 States/UTs and the Engineering Wing under the Panchayati Raj Department/Zilla Panchayats in 4 States. States like Chhattisgarh and Jharkhand have reported that RES/REO are the technical wings of Zilla Panchayats. The structure as well as the capacity of the Panchayats varies from State to State. Some of the States have reported that, at this stage, the Panchayats are not adequately equipped and do not possess the desired degree of competence to undertake execution of road works.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002.]

Recommendation (Para No. 6.31)

The Committee find that the preparation of the Master Plan for each block is the responsibility of the Programme Implementation Unit to be set up by the executing agencies. In this regard, the Committee would like to recommend that the identification of roads to be constructed under the Sadak Yojana should be done by the Gram Sabha at which suggestions should be invited for the rural roads to be undertaken/constructed. These suggestions should then be deliberated upon by the Gram Panchayat (not the Sarpanch acting on his own, but the whole of the Gram Panchayat considering the proposal). The proposal of the Gram Panchayats should be forwarded to intermediate Panchayats after taking into account any technical advice as may be rendered by authorities concerned. The Committee feel that entrusting

the responsibility of identification of roads to the Gram Sabha and Gram Panchayats would make the Sadak Yojana a people's programme. This would further make the people of the village more responsible towards various important aspects like maintenance and social audit of the roads constructed under the Yojana. Not only that, it would be rather easier for the executing agency to persuade the village public when there is a need to acquire land for construction of roads.

Reply of the Government

As mentioned in Reply to Para 6.29 foregoing, since the Rural Roads cover inter-village, inter-Gram Panchayat connectivity, the role of Panchayats in the Planning process starts with the Intermediate Panchayat. The Intermediate Panchayat consists of Members who represent the Gram Sabha. The task of identification of the Core Network is presently underway. Core Network is the network of roads that is essential to provide Basic access to each Habitation, with Basic access being a single all-weather road connectivity to each Habitation. Keeping in view the recommendation made by the Standing Committee, the State Governments would be suitably advised to place the Core Network before the Gram Sabha and Gram Panchayat for consideration.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002.]

Recommendation (Para No. 6.34)

The Committee find that the outlay for the Sadak Yojana will be released by the Central Government to the respective State Governments and State Governments are required to transfer the funds within 15 days of receipt to the DRDAs. The Committee fail to understand the rationale of transferring the funds to State Government who will then transfer funds to DRDAs who have no place in the implementation and formulation of the Yojana, as acknowledged by the Secretary during the course of his oral evidence. As stated by the Secretary himself, the role of DRDA in the Sadak Yojana is the role of the agency to bank the funds. The Committee would like that instead of releasing the funds to the State Governments, the funds should directly be transferred to the Implementing Agency to avoid any delay in the implementation of the Yojana. It is also recommended that funds should be maintained in a separate bank account to ensure that the funds are not diverted as is reportedly being done under Jawahar Gram Samridhi Yojana.

Reply of the Government

Release of funds to the State Governments was only in the first year. Ideally, the Ministry will like to release funds directly to the Executing Agency. Since Executing Agency did not have the facility of Bank Accounts and we wanted to have an Agency at the District level which could hold and operate funds, the transfer of funds to the DRDAs was permitted. However, steps are being taken to enable the Executing Agencies to open a separate Bank Account after obtaining special permission of the State Finance Department since, as per the Guidelines, funds are to be released directly to specified Bank Accounts of the Executing Agency at either the State or District level. The Executing Agency at the State/District level are to open a separate Bank Account for PMGSY in the State Bank of India or its subsidiaries. There shall be only one Bank Account for the purpose. It has also been stipulated that the funds shall not be kept in the Public Ledger Accounts by the Executing Agency.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002.]

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Para No. 2.12)

The concept of 'multiple connectivity' should not exclude shorter roads being provided where 'single connectivity' involves long distances.

Reply of the Government

At this stage, the primary focus of the Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide single all-weather road connectivity to Unconnected Habitations. It is possible that, in some cases, provision of shorter roads would reduce distances. Normally such roads could be taken up under other Programmes. Such cases could be considered in the PMGSY, in place of Upgradation, if there are no Habitations (of the designated population size) to be provided connectivity, in a given District.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002.]

Comments of the Committee

(Please *see* Paragraph No. 6 of Chapter I of the Report)

Recommendation (Para No. 4.4)

While noting separate definitions of all-weather roads given by the Government and N.R.R.D.C. under the Sadak Yojana, the Committee would like that the type and the width of the roads constructed under the Yojana should be according to the traffic and needs of a particular area. It should be ensured that the roads constructed are durable. While deciding about the width and other parameters of road by the implementing agency, they should also take care of the demands of area in the near future that can be 10-15 years from the construction of the road. Necessary guidelines in this regard should be issued by the Government. The Committee would like the Government to work

in close coordination with N.R.R.D.C. and would stress that the crust of thickness adopted should be sufficient enough to take the weight of heavy vehicles. In hilly areas, the roads should not be inundated by slight rainfall causing damage due to washing of binding materials and ravelling of metals. Further, the Committee also desire that the suggestion given in N.R.R.D.C. Report in this regard should be taken into consideration.

Reply of the Government

The Indian Roads Congress (IRC) a premier body of Engineers, sets the norms for the design and construction of roads in the country. At the instance of this Ministry, a comprehensive Rural Roads Manual has been finalized by the IRC taking into account the work done by the Design and Specifications and Low-cost culverts and Small Span Bridges Committee set up by the Ministry and is now under print. The rural roads being constructed under PMGSY are as per the geometric design and specifications prescribed by the IRC.

The roads are to be designed using the Detailed Design Chart developed by the IRC and indicated in the Rural Roads Manual. These can be used for determining the type of roadway and pavement. The type of roadway is decided on the basis of the design-life, rainfall, traffic and load-bearing strength of the soil. The design-life of Rural Roads is suggested as 10 years. The width of roadway is decided on the basis of terrain conditions and the traffic intensity. However, keeping in view the projected growth in traffic, the IRC has recommended a minimum carriage-way width of 3.75 metres for Rural Roads. In order to ensure the durability of roads, construction of adequate Cross-Drainage structures on Rural Roads has been recommended by the IRC.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Comments of the Committee

(Please *see* Paragraph No. 9 of Chapter I of the Report)

Recommendation (Para No. 5.16)

While noting the norms of the Government according to which weightage of 75% is given to unconnected habitations in the country,

the Committee find that there may be States having almost good connectivity, but the position of the roads in those States may be very poor. Further, the progressive States like Kerala and Maharashtra are mostly contributing towards the cess which is the main source of funding for the Sadak Yojana. To give justice to all the States, the Committee would like that the Government should review the criteria and some weightage should be given to the States or districts where the position of roads is poor although connectivity is good.

Reply of the Government

The primary responsibility of construction and maintenance of Rural Roads remains of the State Government. Under the Pradhan Mantri Gram Sadak Yojana (PMGSY), the primary focus is on providing road connectivity to about 1.60 lakh Unconnected Habitations involving an investment of over Rs. 50000 crore.

The Ministry has initiated work on the concept of **Core Network**, which is the Network of Roads that is essential to provide Basic access to each habitation, with Basic access being a single all-weather road connectivity to each Habitation. With the establishment of the Core Network, suitable policy dealing with, *inter alia*, construction and maintenance of Rural Roads would be evolved in consultation with the State Governments.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Comments of the Committee

(Please *see* Paragraph No. 15 of Chapter I of the Report)

Recommendation (Para No. 5.19)

The Committee find that there is a need to take the issue of construction of roads in difficult areas like hilly States including North-Eastern States in an entirely different perspective because the cost of construction of roads in difficult areas may be higher than the plain areas. Besides, the problem of insurgency in some of the North-Eastern States, Jammu and Kashmir and other insurgency affected areas would further affect the cost of construction of roads. The Committee would, therefore, like that all these facts should be taken into consideration while deciding the release of outlay for a particular State.

The Committee further observe that there are hundreds of villages in the country which, though having population of less than 500 or 250 are agriculturally prominent or important from the trade point of view. The Committee therefore, recommend that while adopting the criteria of rural connectivity, economic importance of such villages should also be kept in mind.

Reply of the Government

Keeping in view the requirements and higher cost of construction in the North-Eastern States, 10.80% of the total funds (Rs. 270.00 crore) have been earmarked under the Pradhan Mantri Gram Sadak Yojana (PMGSY) although only 7.08%. Habitations (11392 out of 160791 Habitations) are to be taken up under the Programme. In addition, from time to time, additional allocations are also made depending on the availability of funds.

By and large, population size of a Habitation is a reflection of economic development. Available funds under PMGSY are insufficient to link Unconnected Habitations with a population of 250 persons and above and, at this stage, it may be difficult to take up habitations of lower population size. The Ministry have, however, taken a positive view in special cases when posed by the State Governments. Recently, the Ministry have agreed to a proposal from the Government of Rajasthan suggesting that all Panchayat Headquarters should be covered under the PMGSY irrespective of the population size subject to the condition that no other bigger Habitation in the Panchayat is provided/ being provided with a PMGSY work or under any other Central/State Government Programme.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Comments of the Committee

(Please *see* Paragraph No. 18 of Chapter I of the Report)

Recommendation (Para No. 6.44)

The Committee are apprised that State Government have no objection to shouldering the responsibility of providing compensation for land acquisition under the Yojana. However this matter needs to

be clearly reflected in the guidelines so that there is no scope for dispute on compensation for land acquisition, if any, in future. Mere verbal assurance from the States will not be enough. Further, while noting that the Government are making efforts to get the exemption regarding clearance of the competent authority in the case of forest land for construction of roads, the Committee would like the Government to pursue further to decide the matter at the earliest.

Reply of the Government

Para 3.6 of the Guidelines of PMGSY clearly stipulate that it will be the responsibility of the State Level Standing Committee to oversee that lands are available for taking up the proposed road works. A certificate to this effect will accompany all the proposals. No provision is to be made for land acquisition under this Programme. It may be noted that traditionally land has not been acquired for construction of Rural Roads.

In the execution of road works cleared in the year 2000-2001 and 2001-2002, the issue of forest clearance has not been reported as a major hurdle by any State Government. The Ministry have addressed a letter in April 2001 to all the State Governments (having major areas under forest cover) requesting the State Chief Secretaries to review the position in this regard in a joint Meeting of the Executing Agency/ies and the Forest Department officials and apprise the Ministry of the views of the State Government on this issue. The issue would be taken up with the appropriate authorities upon receiving the response from the concerned State Governments. The matter is being pursued.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Comments of the Committee

(Please *see* Paragraph No. 27 of Chapter I of the Report)

Recommendation (Para No. 6.53)

As the Gram Sadak Yojana is the most important programme of rural development and is 100% Centrally Sponsored Programme, it is essential that it is monitored properly to ensure the fulfilment of the objectives of the programme. The monitoring is further necessary to

avoid duplication of payment by several agencies for a single road and also to ensure that the roads are constructed strictly according to the guidelines. Further, the quality of the roads has also be ensured. To achieve the said purposes, the Committee urge the Government to gear up the existing monitoring mechanism of the Sadak Yojana. Besides, the monitoring by the officers in the Central Ministry has further to be geared up. There should be a separate Cell in the Department of Rural Development whose main task should be to make surprise visits at the sites to ensure that the Yojana is implemented properly. Further, the monitoring by independent monitors is another aspect that needs to be taken care under the Yojana. The Committee would also like that the findings of the independent monitors should be reviewed by the Government to ensure the proper implementation of the programme in different States/UTs. Besides these measures, the Committee feel that local MPs/MLAs can play an important role in monitoring the Sadak Yojana. To ensure their involvement in monitoring, the Committee recommend that there should be a District Level Vigilance Committee under the Chairmanship of a local member of Parliament from Lok Sabha. Other local MPs/MLAs should also be members of the said Committee. The modalities for constitution of such Vigilance Committee should be evolved by the Government and necessary guidelines issued in this regard, and the Committee apprised accordingly.

Reply of the Government

The National Rural Roads Development Agency (NRRDA) has been registered under the Societies Registration Act, 1860, on 14th January, 2002 to extend support to the Programme through advice on technical specifications, project appraisal, appointment of part-time Quality Control Monitors, Management of Monitoring Systems and submission of Periodic Reports to the Ministry of Rural Development. Independent Monitors engaged by the NRRDA have been/are being sent to different States to inspect the road works.

The Ministry is also obtaining monthly package-wise progress reports from the States/Union Territories and reviewing the physical and financial progress. Officers of the Ministry are also regularly visiting the States and inspecting road works currently under execution.

The Ministry have initiated steps to revamp the Vigilance and Monitoring Committees at the State, District and Block levels to, *inter alia*, supervise, exercise vigilance and monitor the implementation of all Programmes implemented by the Ministry of Rural Development.

[Ministry of Rural Development (Deptt. of Rural Development) Letter No. H-12011/50/2001-RC dated 18th April, 2002]

Comments of the Committee

(Please *see* Paragraph No. 30 of Chapter I of the Report)

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED

—NIL—

NEW DELHI;
21 *February*, 2003
2 *Phalguna*, 1924 *(Saka)*

CHANDRAKANT KHAIRE,
Chairman,
Standing Committee on
Urban and Rural Development.

APPENDIX I

(*Vide* Para No. 11 Chapter I of the Report)

RELEASES AND EXPENDITURE UNDER PMGSY

(Rs. in crore)

#	States	Total releases in 2000-01	Releases		Expenditure		Releases in 2001-02	Exp. on road works cleared in 2001-02	Total exp.
			Under PMGSY	Under BMS	PMGSY	BMS			
1	2	3	4	5	6	7	8	9	10
1.	Andhra Pradesh	195.00	195.00	0.00	113.18	0.00	224.65	—	113.18
2.	Arunachal Pradesh	40.95	6.00	34.95	4.39	34.95	45.00	—	39.34
3.	Assam	75.00	58.00	17.00	20.67	17.00	80.00	—	37.67
4.	Bihar	149.90	149.90	0.00	0.00	0.00	0.00	—	0.00
5.	Chattisgarh	92.41	92.41	0.00	35.00	0.00	98.62	15.00	50.00
6.	Goa	5.00	0.65	4.35	0.65	4.35	5.00	—	5.00
7.	Gujarat	59.81	59.81	0.00	26.90	0.00	60.00	—	26.90
8.	Haryana	25.18	25.18	0.00	12.58	0.00	30.00	—	12.58
9.	Himachal Pradesh	60.00	0.00	60.00	0.00	30.48	72.08	—	30.48
10.	Jammu & Kashmir	20.00	20.00	0.00	0.00	0.00	0.00	—	0.00
11.	Jharkhand	110.05	110.05	0.00	70.00	0.00	120.00	—	70.00
12.	Karnataka	100.57	100.57	0.00	64.14	0.00	108.37	—	54.23
13.	Kerala*	19.71	19.71	0.00	10.14	0.00	27.65	—	10.14
14.	Madhya Pradesh**	217.64	217.64	0.00	110.00	0.00	248.00	—	110.00
15.	Maharashtra	130.21	65.57	64.64	22.37	48.67	134.50	—	71.04
16.	Manipur	40.00	0.00	40.00	0.00	20.00	40.00	—	20.00
17.	Meghalaya	34.95	0.00	34.95	0.00	34.95	45.72	—	34.95
18.	Mizoram	19.93	11.90	8.03	7.00	8.03	26.53	5.00	20.03

1	2	3	4	5	6	7	8	9	10
19.	Nagaland	19.75	0.00	19.75	0.00	13.27	25.53	—	13.27
20.	Orissa*	179.70	179.70	0.00	90.93	0.00	175.00	—	90.93
21.	Punjab	24.66	24.66	0.00	14.50	0.00	55.00	—	14.50
22.	Rajasthan	140.09	110.25	29.84	62.90	17.40	150.00	14.43	94.73
23.	Sikkim	13.16	0.00	13.16	0.00	13.16	20.00	—	13.16
24.	Tamil Nadu*	99.25	99.25	0.00	51.37	0.00	88.57	—	51.37
25.	Tripura	24.75	0.00	24.75	0.00	24.62	26.85	—	24.62
26.	Uttar Pradesh	321.11	6.11	315.00	0.00	219.00	348.11	—	219.00
27.	Uttaranchal*	60.63	60.63	0.00	30.00	0.00	70.00	—	30.00
28.	West Bengal*	135.00	135.00	0.00	68.89	0.00	149.65	—	68.89
29.	A & N Islands	10.59	10.59	0.00	0.00	0.00	0.00	—	0.00
30.	Dadra and Nagar Haveli	0.00	0.00	0.00	0.00	0.00	5.00	—	0.00
31.	Delhi	0.00	0.00	0.00	0.00	0.00	5.00	—	0.00
32.	Daman & Diu	5.00	0.00	5.00	0.00	0.00	0.00	—	0.00
33.	Lakshadweep	0.00	0.00	0.00	0.00	0.00	4.89	—	0.00
34.	Pondicherry	5.00	4.16	0.84	0.00	0.84	0.00	—	0.84
	Total	2435.00	1762.74	672.26	815.61	486.72	2489.72	34.43	1326.85

*Value of work done has been reported by these States.

**Government of Madhya Pradesh have now stated that the value of work done is only Rs. 42.47 crores.

APPENDIX II

(*Vide* Para No. 2.10, Chapter II of the Report)

TOTAL NUMBER OF HABITATIONS

#	Name of the States	Total No. of Habitations	No. of Unconnected Habitations	Unconnected Habitations			Total to be covered under PMGSY
				1000+	500-999	250-499	
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	67401	7697	106	223	0	329
2.	Arunachal Pradesh	3857	2114	65	123	346	534
3.	Assam	22531	10797	3491	3070	0	6561
4.	Bihar	44498	30771	11547	7606	0	19153
5.	Chattisgarh	29505	24476	2635	6134	6839	15608
6.	Goa	369	0	3	8	0	11
7.	Gujarat	35706	8879	501	2306	0	2707
8.	Haryana	6745	67	1	2	0	3
9.	Himachal Pradesh	16997	11120	236	866	2297	3399
10.	Jammu & Kashmir	9588	3312	840	984	1165	2989
11.	Jharkhand	34800	23134	2534	4427	6396	13357
12.	Karnataka	56682	5152	275	256	0	531
13.	Kerala	14381	5415	2224	2306	0	4530
14.	Madhya Pradesh	51806	26420	2383	6819	0	9202
15.	Maharashtra	51600	8432	224	841	0	1065
16.	Manipur	2808	1250	28	151	336	515
17.	Meghalaya	5539	3085	14	196	702	912

1	2	3	4	5	6	7	8
18.	Mizoram	788	384	37	114	124	275
19.	Nagaland	1049	225	29	83	62	174
20.	Orissa	52004	30180	3856	6786	0	10642
21.	Punjab	13370	1240	90	460	351	901
22.	Rajasthan	39424	21839	3088	6695	0	9783
23.	Sikkim	897	0	17	138	175	330
24.	Tamil Nadu	77943	5525	768	1345	0	2113
25.	Tripura	8132	3803	203	706	1182	2091
26.	Uttar Pradesh	113205	59376	12114	18584	0	30698
27.	Uttaranchal	16065	6665	100	524	1439	2063
28.	West Bengal	47957	29087	11478	8837	0	20315
	Total	825647	330445	58787	80590	21414	160791

APPENDIX III

(*Vide* Para No. 2.13, Chapter II of the Report)

LETTER OF MINISTRY DATED 16.4.2002 ADDRESSED TO ALL THE STATE SECRETARIES

Dr. J.S. Sarma
Joint Secretary
Phone : 3389432
Fax : 3388191
E-mail: jssarma@rural.delhi.nic.in

DO # H-12011/50/2001-RC April 16, 2002

Dear (Surname)

As you know, the Pradhan Mantri Gram Sadak Yojana (PMGSY) is now in its third year of operation and the road works cleared under the Programme are in various stages of execution, with several works nearing completion.

2. An analysis of the data reveals that a uniform policy does not seem to have been followed by the States/UTs in the *inter se* distribution of funds among the Districts. Under the PMGSY, the District-wise allocation of funds is made by the State Governments. The objective of the Programme can be attained only if the requirements of the poorly connected Districts in the State are accorded preference at the time of making inter-District allocation of funds. The position in this behalf needs to be reviewed at your end in order that the inter-District allocation is made in such a manner as to further the objectives of the Programme.

3. In some States, there appears to be considerable time-lag between execution of work and payments. In this regard, a system of fortnightly payments to contracting agencies may be introduced, which would expedite the implementation of the Programme.

4. Keeping in view the recommendation of the Parliamentary Standing Committee on Urban and Rural development, it has been decided that the Zilla Parishad should function as the District planning Committee in the case of those Districts where the District Planning Committees are still to be constituted (as per Constitutional provisions) for the purpose of consolidating the Block level plans and preparing the draft District Rural Roads Plan, with appropriate participation of Government Technical Advisers.

5. Careful thought may also be given to the suggestion of the Standing Committee in regard to using the services of students of Engineering Colleges in making the field surveys, which could be a mutually beneficial exercise. The modalities can be worked out in consultation with the State Technical Agencies.

With regards,

Yours sincerely,

Sd/-
(J.S. Sarma)

Name
Designation
Add 1:
Add 2:
Add 3:

Copy to PS to the Minister of Rural Development, New Delhi.

(J.S. Sarma)

Shri Sanjeev Kumar, Secretary Public Works Department A&N Administration Port Blair	Shri V. Nagi Reddy, Secretary Department of Panchayati Raj R&D Government of Andhra Pradesh Hyderabad	Shri Ganesh Koyu, Secretary Department of Rural Development Government of Arunachal Pradesh Itanagar-791111.
Shri Viren Datta, Secretary Department of Rural Development Government of Assam Guwahati-781006	Shri Jayant Dasgupta, Secretary Rural Roads Department Government of Bihar Patna	Shri M.K. Rout, Secretary Department of Panchayat &RD Government of Chattisgarh Raipur
Shri J.P. Singh, Development Commissioner Rural Development Department Dadra & Nagar Haveli Silvassa-396230	Shri Ramesh Negi, Secretary Rural Development Department Daman & Diu Administration Collectorate, Moti Daman-396220	Shri Venkatratnam, Secretary Department of Rural Development Government of Goa, Secretariat Panaji-403001
Shri S.S. Rathore, Secretary Department of PWD (Roads & Buildings) Government of Gujarat Gandhinagar	Shri Vivek Mehrotra, Secretary Department of PWD (Buildings & Roads) Government of Haryana Chandigarh-160017	Shri Subhash Negi, Secretary Public Works Department Government of Himachal Pradesh Shimla
Shri Amit Kushari, Principal Secretary Rural Development & Panchayat Department Government of Jammu & Kashmir Jammu-190001	Shri U.P. Singh, Secretary Department of Rural Development Government of Jharkhand Ranchi	Shri S.L. Gangadharappa, Secretary Department of Rural Development Bangalore-560001.
Shri Ram Singh, Secretary Department of Local Self Government Government of Kerala Thiruvananthapuram	Shri A.K. Chaturvedi, Development Secretary Rural Development Department Lakshadweep Administration Kavaratti	Shri Sudhir Nath, Principal Secretary Department of Rural Development Government of Madhya Pradesh Bhopal
Shri S.S. Hussain, Secretary Department of Rural Development Government of Maharashtra Mumbai	Shri H.K. Henri, Secretary Department of Rural Development & PR Government of Manipur Imphal-795001	Shri Shreeranjan, Secretary Department of Rural Development Government of Meghalaya Shillong-793001
Shri Haukhum Hauzel, Secretary Department of Rural Development Government of Mizoram Aizawl-796001	Shri Toshi Aier, Secretary Department of Rural development Government of Nagaland Kohima-797001	Shri G.C. Pati, Secretary Department of Rural Development Government of Orissa Bhubneshwar
Dr. R. Padmanabhan, Secretary Rural Development Department Pondicherry Administration Pondicherry-605001	Shri A.K. Dubey, Secretary Department of PWD (Roads & Bridges) Government of Punjab Chandigarh	Shri Ram Lubhaya, Secretary Public Works Department Government of Rajasthan Jaipur
Smt. Rinchen Ongmu, Secretary Department of Rural development Government of Sikkim Gangtok	Shri L.M. Vijayaraghavan, Secretary Department of Rural Development Government of Tamil Nadu Fort St. George, Chennai-600009	Shri Ajer Vaidya, Commissioner & Secretary Department of Rural Development Government of Tripura Agartala-799001
Shri Ajit Seth, Principal Secretary Public Works Department Government of Uttar Pradesh Lucknow	Dr. R.S. Tolia, Principal Secretary Department of Rural Development Government of Uttaranchal Dehradun	Shri P. Ray, Principal Secretary Department of Rural Development Jessop Building (1st Floor), 63 NS Road, Calcutta-700001

APPENDIX IV

(*Vide* Para No. 6.54, Chapter II of theReport)

LOGO, ROAD SIGNS AND ROAD STONES

LOGO OF
PRADHAN MANTRI GRAM SADAK YOJANA

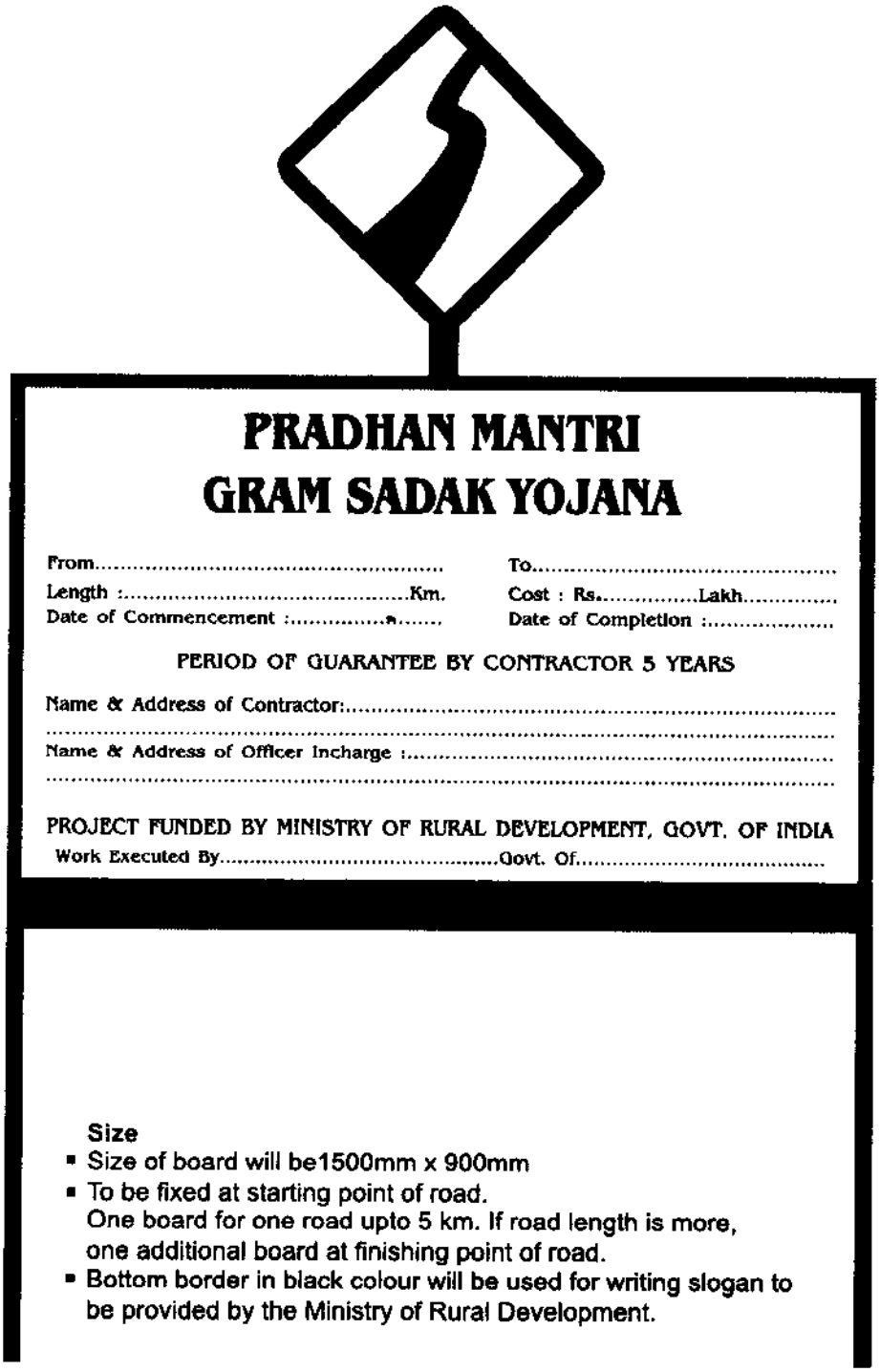
Colour Specifications

- Orange: Magenta 60%, Yellow 100%, Steel Grey: Black 40% Luminous paints are to be used
- Bar, Road and Lettering: Black 100%

Size

- Diamond 600mm x 600mm Plate 900mm x 250mm
- If road length is <2 km one at finishing point of the road
- If road length is >2 km one at every 2 km including the board at finishing point of the road

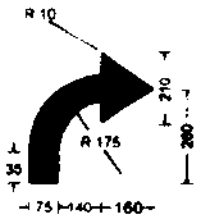
INFORMATORY SIGN BOARD



Size

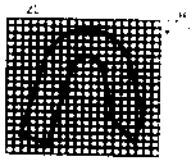
- Size of board will be1500mm x 900mm
- To be fixed at starting point of road.
  One board for one road upto 5 km. If road length is more, one additional board at finishing point of road.
- Bottom border in black colour will be used for writing slogan to be provided by the Ministry of Rural Development.

CAUTIONARY ROAD SIGNS
ALL ROAD SIGNS AS PER IRC : 67 - 2001



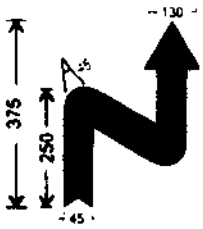
RIGHT HAND CURVE

LEFT HAND CURVE

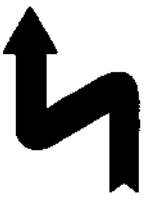


RIGHT

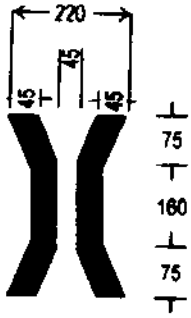
LEFT



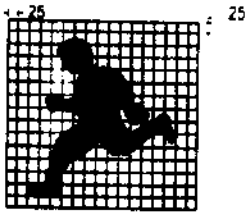
RIGHT



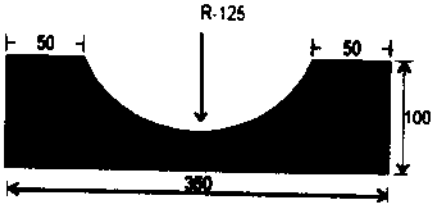
LEFT



130
NARROW BRIDGE

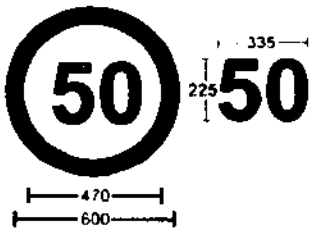


SCHOOL

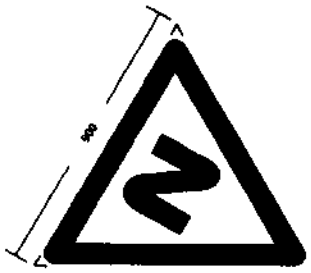


DANGEROUS DIP

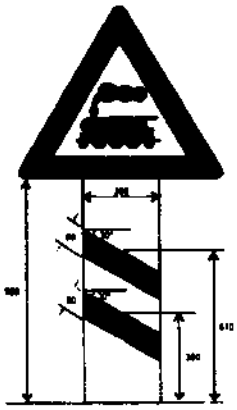
CAUTIONARY ROAD SIGNS



SPEED LIMIT

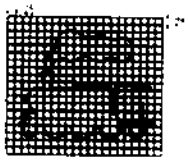


SERIES OF BENDS

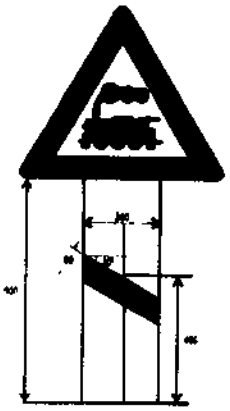


UNGUARDED RAILWAY CROSSING

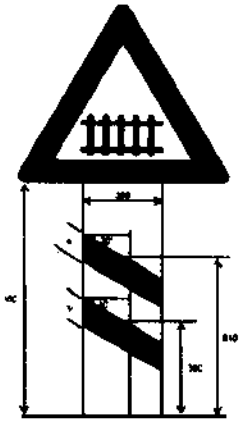
(FOR EACH CROSSING, BOTH SIGNS ARE TO BE USED AT DISTANCES INDICATED BELOW)



200 METRES

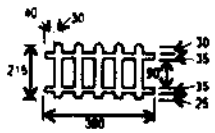


50-100 METRES IN PLAIN & ROLLING TERRAIN AND 30-60 METRES IN HILLY TERRAIN

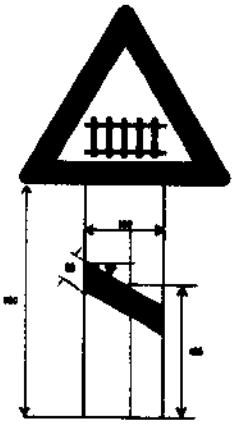


UNGUARDED RAILWAY CROSSING

(FOR EACH CROSSING, BOTH SIGNS ARE TO BE USED AT DISTANCES INDICATED BELOW)



200 METRES



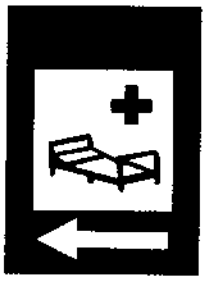
50-100 METRES IN PLAIN & ROLLING TERRAIN AND 30-60 METRES IN HILLY TERRAIN

DIRECTION AND PLACE IDENTIFICATION SIGNS

FACILITY INFORMATION SIGNS

PUBLIC TELEPHONE

FILLING STATION



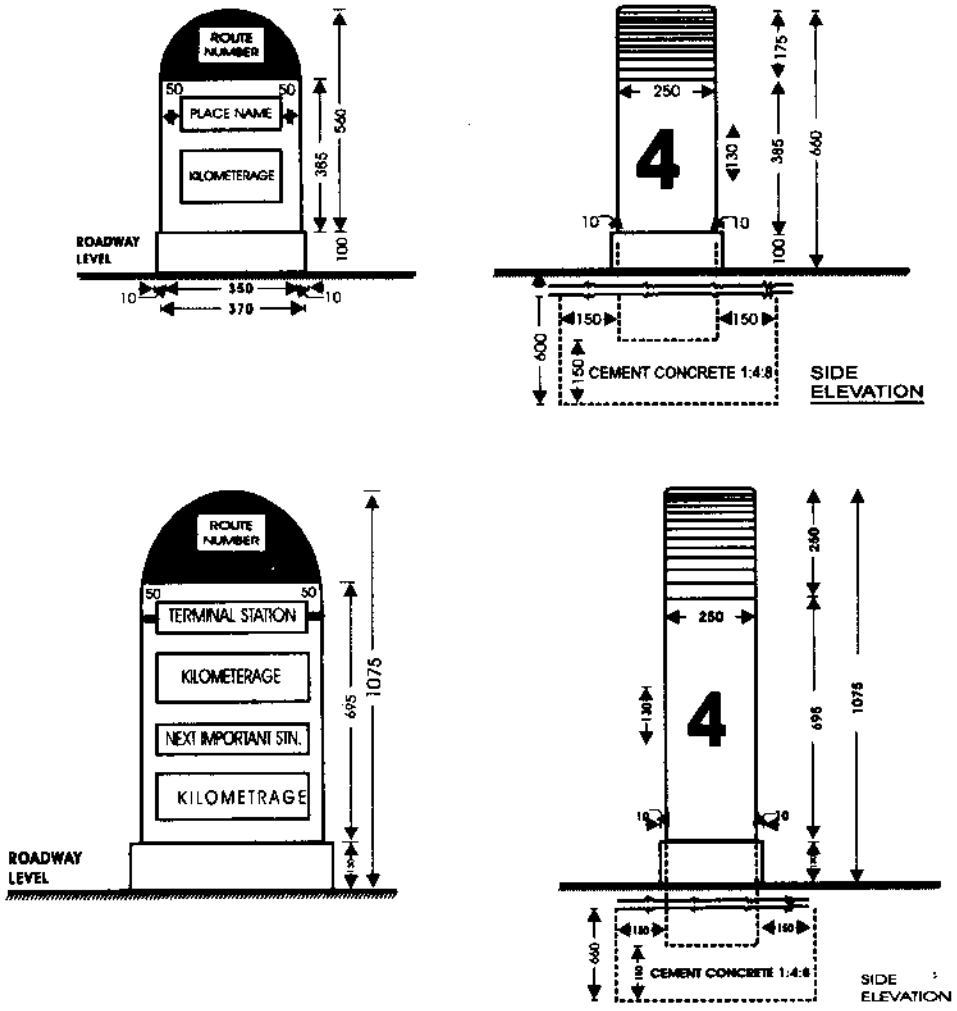
HOSPITAL

POLICE STATION

RAILWAY STATION

BUS STOP

TYPE DESIGN FOR ORDINARY KILOMETRE STONE



Ordinary Kilometre or 5th Km stones

- Fixing as per IRC 18-1980 (as-Applicable for MDRs)
- 1 Km stones as per plate
- Semicircular portion to be painted in orange colour for both stones

Road boundary stones & 0.2 Km stones are also to be fixed.

- **Road Boundary stones**: Fixing as per IRC publication No 25. All stones to be painted in orange colour.
- **0.2 km stones:** Fixing as per IRC publication no. 26 All stones to be painted in white colour.

PRADHAN MANTRI GRAM SADAK YOJANA

Bridging the gap between 'Urban India' and "Rural Bharat'

Issued by
National Rural Roads Development Agency
Ministry of Rural Development
Govt. Of India

APPENDIX V

(*Vide* Para No. 6.59, Chapter II of the Report)

LIST OF STATE TECHNICAL AGENCIES

#	State	Institution's Name & Address
1	2	3
1.	Andhra Pradesh	Regional Engineering College, Warangal-506004
		J.N.T. University, Mahaveer Marg, Hyderabad-500028
2.	Arunachal Pradesh	North-Eastern Regional Institute of Science & Technology, Itanagar-791110
3.	Assam	Indian Institute of Technology, Guwahati
4.	Bihar	Bihar College of Engineering, Patna-800005
		Muzaffarpur Institute of Technology, Muzaffarpur
5.	Chhattisgarh	Engineering College, G.E. Road, Raipur-492010
6.	Goa	College of Engineering, Farmagudi-403401
7.	Gujarat (D, NH&D&D)	S.V. Regional College of Engineering & Technology, Surat-395007
8.	Haryana	Regional Engineering College, Kurukshetra-136119
9.	Himachal Pradesh	Regional Engineering College, Hamirpur-177005
10.	Jammu & Kashmir	Regional Engineering College, Srinagar, Govt. College of Engineering & Technology, Jammu
11.	Jharkhand	Birla Institute of Technology, Mesra, Ranchi-835215
12.	Karnataka	Bangalore University, Bangalore-560056
		Karnataka Regional Engineering College, Surathkal, Srinvasnagar-474157
13.	Kerala	College of Engineering, Thiruvananthapuram-695016
14.	Madhya Pradesh	Maulana Azad College of Technology, Bhopal-462007; Engineering College, Jabalpur

1	2	3
15.	Maharashtra	V. Regional Engineering College, South Ambazariwad, Ngpur-440011; Indian Institute of Technology, Powai, Mumbai-400076
16.	Manipur	Regional Engineering College, Silchar-788000
17.	Meghalaya	Indian Institute of Technology, Guwahati
18.	Mizoram	Indian Institue of Technology, Kharagpur-721302
19.	Nagaland	Jorhat Engg. College, Jorhat-785007
20.	Orissa	Regional Engineering College, Rourkela-769008 College of Engineering & Technology, Bhubaneshwar
21.	Punjab	Punjab Engineering College, Sector-12, Chandigarh-160012
22.	Rajasthan	M.R. Engineering College, Jaipur, M.B.M. Engineering College, Jodhpur
23.	Sikkim	Government Engineering College, Jalpaigudi
24.	Tamil Nadu	Anna University, Guindy, Chennai-600025/IIT, Chennai Regional Engineering College, Tiruchirapalli-620015
25.	Tripura	Tripura Engineering College, Agartala-799055
26.	Uttar Pradesh	M.N.R. Engineering College, Allahabad-211004; Indian Institute of Technology, Roorkee
27.	Uttaranchal	Indian Institute of Technology, Roorkee-247667
28.	West Bengal	Indian Institute of Technology, Kharagpur-721302

APPENDIX VI

COMMITTEE ON URBAN AND RURAL DEVELOPMENT (2003)

EXTRACTS OF MINUTES OF THE SECOND SITTING OF THE COMMITTEE HELD ON MONDAY, THE 27TH JANUARY, 2003

The Committee sat from 1200 hrs. to 1315 hrs. in Room No. 62, Parliament House, New Delhi.

PRESENT

Shri Chandrakant Khaire — *Chairman*

MEMBERS

Lok Sabha

2. Shri Ranen Barman
3. Shri Padmanava Behera
4. Shri Jaswant Singh Bishnoi
5. Shri Shriram Chauhan
6. Shri Shamsher Singh Dullo
7. Shrimati Hema Gamang
8. Shri G. Putta Swamy Gowda
9. Shri Jaiprakash
10. Shri Hassan Khan
11. Shri Basavanagoud Kolur
12. Shri Shrichand Kriplani
13. Shri Sadashivrao Dadoba Mandlik
14. Shri Mahendra Singh Pal
15. Prof. (Shrimati) A.K. Premajam
16. Shri Pyare Lal Sankhwar
17. Shri Maheshwar Singh
18. Shri D.C. Srikantappa
19. Shri Chinmayanand Swami
20. Shri Ravi Prakash Verma

Rajya Sabha

21. Shrimati Shabana Azmi
22. Shrimati Prema Cariappa
23. Shri Ramadhar Kashyap
24. Shrimati Gurcharan Kaur
25. Shri Faqir Chand Mullana
26. Shri A. Vijaya Raghavan
27. Shri Man Mohan Samal
28. Shri G.K. Vasan

SECRETARIAT

1. Shri K. Chakraborty — *Deputy Secretary*
2. Smt. Sudesh Luthra — *Under Secretary*
3. Shri N.S. Hooda — *Under Secretary*

2. The Chairman at the outset, welcomed the members to the sitting of the Committee. The Committee then took for consideration Memorandum No. 2 regarding draft Action Taken Report on action taken by the Government on the recommendations contained in the 26th Report (13th Lok Sabha) on Pradhan Mantri Gram Sadak Yojana of the Department of Rural Development (Ministry of Rural Development). After deliberations, the Committee made certain observations as given below:

(iv) Para No. 18 of the Report—The Committee suggested that the recommendation should be made in strong words.

(v) Para No. 27 of the Report—The Committee observed that as per their earlier recommendation, the Government had apprised them that the State Governments had no objection in shouldering the responsibility of providing compensation for land acquisition under the Gram Sadak Yojana. They felt that the ground reality is something different in this regard. Before finalising the recommendation, the Committee desired that the comments of the Ministry of Rural Development should be obtained in this regard.

(vi) Shri Sadashivrao Dadoba Mandlik, member of the Committee made certain suggestions in writing with regard to implementation of Gram Sadak Yojana. The Committee

observed that most of the suggestions were original suggestions and did not relate to the follow up. They decided that the suggestions should be examined and if any of the suggestions could be incorporated in the Action Taken Report, that could be included. The remaining suggestions could be taken up while examining the Demands for Grants 2003-2004 of the Department of Rural Development.

Subject to the observations as given above, the Committee adopted the Report. They also authorised the Chairman to finalise the Report after getting the desired information from the concerned Ministry.

3. ** ** **

4. ** ** **

5. The Committee then authorised the Chairman to finalise the said draft action taken reports on the basis of factual verification from the concerned Ministry/Department and to present the same to Parliament.

6. Thereafter, the Chairman, informed the members about the Study Tours. He said that the State Government of Maharashtra had intimated that due to Assembly Elections in Aurangabad and Jalna Districts, the model code of conduct was in operation in these two Districts. As such, the visit to Aurangabad would not be possible at this stage. The Committee then decided that Study visit to Aurangabad scheduled to be undertaken from 4th to 6th February, 2003 might be postponed for the time-being and the same could be arranged sometime after the Budget Session of Parliament.

The Committee then adjourned.

**Relevant portions of the minutes not related to the subject have been kept separately.

APPENDIX VII

(*Vide* Para 4 of the Introduction)

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE TWENTY SIXTH REPORT OF THE STANDING COMMITTEE ON URBAN AND RURAL DEVELOPMENT (13TH LOK SABHA)

I.	Total number of recommendations	27
II.	Recommendations that have been accepted by the Government Para Nos. 2.9, 2.10, 2.13, 3.4, 5.15, 5.17, 5.18, 5.20, 6.32, 6.33, 6.35, 6.36, 6.37, 6.40, 6.54 and 6.59	16
	Percentage to the total recommendations	(59.26%)
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies Para Nos. 2.11, 6.29, 6.30, 6.31 and 6.34	5
	Percentage to total recommendations	(18.52%)
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee Para Nos. 2.12, 4.4, 5.16, 5.19, 6.44 and 6.53	6
	Percentage to total recommendations	(22.22%)
V.	Recommendations in respect of which final replies of the Government are still awaited.	Nil